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ABSTRACT

Background information is provided on a number of conditions affecting Ontario's community colleges. The first section, dealing with financial issues, considers the college environment in the 1980s; examines the provincial government's perspective on priorities, the allocation process, government funding, and budgetary expenditures and trends; and discusses operating funds and the effects of declining funds on the colleges. After detailing the likely effects of changes in federal programs on the community colleges in the 1980s, this section goes on to outline the division of funds among postsecondary institutions, programs of growth, capital funds planning, avocational funding, and means of broadening the colleges' financial base. The second section presents discussions of human resources issues, which include a summary of the collective bargaining model in operation within the college system, an examination of collective bargaining agreements, and a presentation of the system's policy for human resource renewal. The third section deals with broad policy issues in college system management. Beginning with an executive summary and recommendations, this section discusses the college system; modes of program rationalization; institutional and industry-based training; the roles of general, polytechnic, and continuing education; and assumptions about the future. Each section includes appendices covering areas such as college statutes, collective bargaining legislation, and state regulations. (HB)

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COLLEGES OF APPLIED ARTS AND TECHNOLOGY
OF ONTARIO

BACKGROUND PAPERS
ON
CURRENT ISSUES

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This booklet, containing background material on a number of critical issues which impact upon Ontario's community colleges, has been developed and compiled by college staff, in conjunction with the ACAATO Secretariat.

The information contained herein, or portions of it, may be useful to you in your own policy discussions, or in relation to local public relations activities.

It may also be of considerable value as background in preparation for the Critical Issues on College System Management Conference to be held at the Constellation Hotel, Toronto, October 29-31, 1981.

In the preparation of this material, every effort has been made to ensure accuracy and objectivity. However, persons intending to use any portion of it for presentation purposes are advised to validate the information on their own behalf.

It should be noted that this booklet is for discussion purposes, and does not represent the policy of any constituent group of ACAATO.

Fred Hamblin
Executive Director

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FINANCIAL ISSUES

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BACKGROUND TO THE PAPER

In June 1981, the ACAATO/COP Executive Committees approved the development of four research papers related to "Critical Issues in College System Management".

Mr. G. Collins, working with Mr. G. Wragg, President of Humber College, was requested to prepare a financial issues paper to be submitted by August 15, 1981. It was envisaged that each paper would identify the problems inherent in each area; document the problems; identify possible alternatives; and propose alternate scenarios.

This paper addresses the following financial issues:

- I. Global Funding available from Provincial sources in a period experiencing severe growth and inflationary pressures.
- II. The Decline in the Value of the Funding Unit - in an inflationary environment.
- III. Capital Funds for equipment replacement and required equipment for entry into High Technology Programs.
- IV. Growth Policy - Maximization of capital resources; maintaining viable institutions; serving student needs.
- V. The AOTA Agreement - The implications of cutbacks; disjointed and late negotiations; competition between Colleges for funds; the effect of a holdback in allocation of available funds; and the lack of information for College officials about the process and progress of negotiations.

- VI. Broadening the Funding Base.
- VII. The Division of Post-Secondary Funds between Colleges and Universities in Ontario.
- VIII. Avocational Funding - The discrepancies in funding of College avocational programs relative to those in secondary schools and universities.
- IX. The inadequacy of the planning horizon provided by the one year budget cycle.

A number of interviews were conducted with a sample of educators from large and small Colleges throughout the province along with in-person interviews with Ministry of Colleges and Universities staff. Relevant literature was surveyed and financial data analyzed.

EXECUTIVE SUMMARY

1. Changes in the external environment will be a key influence on the financing of CAATs in the 1980's.
2. On a system basis, funding for Ontario's CAATs will be affected by Provincial Government policy aimed at achieving a balanced budget, and provincial priorities with regard to skill training.
3. Significant changes in the order of a reduction of hundreds of millions of dollars in Federal Government financing of post-secondary and AOTA training could occur.
4. Ontario's CAATs "compete" with other Ministries for funds. A persuasive case is required to convince those allocating budgets to fund College activities.
5. A widely shared view across the College system is that there is not sufficient money from provincial sources to meet the demand for College education and to operate the Colleges in the manner which is perceived to be appropriate given the needs of the various communities served.
6. A well researched case on behalf of the College system detailing the benefits provided by Ontario's CAATs should be prepared.
7. From a College perspective there appear to be indications that the "freedom to act" at the institutional level is being eroded as evidenced, for example, by the recently introduced funding mechanism.
8. When faced with funding constraints, Colleges most probably will tend to react in incremental terms; that is, cutting back on a little of everything.

9. The merits of funding on the basis of salary increases should be evaluated.
10. Disputes over funding often disguise fundamental disagreements over College purpose, mission and priorities. In the 1980's, the College system could face a situation in which the key proposition could be, "what can we do with the available funds?" in contrast to "we want to do all these things - we need more money".
11. Bill C67, the Allmand Report and the task force report Labour Market Development in the 1980's discuss issues which will seriously influence the role of Ontario CAATs. The emphasis is on high-skills training and on-the-job training with a de-emphasizing of institutional training.
12. College system input to both the Ministry AOTA Committee and to the development of a Provincial skills training plan should be pursued with vigour.
13. Attempting to obtain funds from other educational sectors (e.g. universities) has not been an effective strategy.
14. The current funding system encourages inter-College competition and growth thus the appointment of a Growth Committee to address this issue.
15. There is a need to reassess the assumption that furniture and equipment be provided from College operating funds. A case on behalf of the system needs to be developed.
16. A number of alternatives to broaden the CAAT funding are presented for consideration.
17. The College one-year plan cycle is based on the Provincial Government budgeting cycle and is very unlikely to change.
18. Consideration should be given to using the principles applied in the Colleges regarding funding of avocational programs to secondary schools and universities.

INTRODUCTION

"I would suggest that the starting point for any serious discussion of Higher Education's response to financial crisis should be an examination of the likely changes in the social and economic environment in which Higher Education exists."

M.L. Skolnick

Daring and imaginative in concept, the Ontario Colleges of Applied Arts and Technology were initiated in the mid-1960's and intended to provide, through education and training, for the fullest possible development of each individual to the limit of his ability, and to provide an equality of opportunity to all sectors of the population.

The creation of 22 Colleges was prompted by a number of factors including the explosive growth of knowledge, demand for post-secondary education by the burgeoning "baby boom" generation, a multitude of industrial demands for vocationally trained employees and the need created by an increasingly technological society.

During the early 1970's, the Colleges rapidly gained acceptance and enrolment climbed dramatically. Funds were readily available; it was a time of educational innovation and optimism with limited reference to financial issues.

By the late 1970's, the environment had altered.

The provincial government was committed to a balanced budget philosophy, declining enrolment and staff layoffs were a reality for many non-post-secondary school districts and imminent at some universities, capital funds for the post-secondary sector had been drastically curtailed, public confidence in the quality of education provided

had been eroded, energy costs rose significantly, and the province's shortage of skilled labour continued.

Throughout the 1970's, the Colleges managed the dramatic enrolment increase effectively, provided quality vocationally-oriented learning to a broad-range of Ontario's citizens resulting in very high graduate placement rates and developed a reputation for flexibility and innovation. Achievements which the founding fathers and those associated with the College system may be proud.

The linkage between the environment within which Ontario's Colleges will exist in the 1980's, government public policy objectives, availability of financial resources, and the mandate and objectives of the Colleges are all relevant to an examination of the key financial issues affecting the system.

THE COLLEGE ENVIRONMENT IN THE 1980's

During the 1980's, the Ontario College system will be influenced by a number of economic, social and technological factors. Some of these influences are outlined below:

- continuing inflation;
- shifts in the economic balance within Canada;
- a widely shared public perception that the getting of a job is the main purpose of post-secondary education and less favourable public attitudes toward the value of a "liberal education";
- an aging population and an aging labour force. The median age of the population is projected to increase by 25% from 30 to 37.5 years by 1990;
- shortages of skilled manpower in selected occupations;
- a higher rate of participation of women in the labour force;
- continuing difficulty in making labour market forecasts;
- an increased need for individuals to adapt to a variety of career patterns and lifestyles;
- a decline in the number of students graduating from secondary schools;
- the impact of rapid technological change;
- possible modifications to educational delivery systems as a result of the computer, electronics and communications revolution;
- continuing increases in energy costs and a reduction in the per capita consumption of energy;
- a possible veering toward conservatism;
- reactions within Ontario to the economic policies currently being pursued in the United States.

Along with these environmental factors, the College system will be affected by both institution-based and government factors.

The province's twenty-two Colleges have passed through a growth phase and are now entering a "mature" phase of their life cycle; faculty militancy is on the rise; increasingly, institutional "autonomy" needs are periodically in conflict with centralized government "control" and a wide variety of views of the Colleges' focus in the 1980's are being voiced.

Within this context, the provincial government allocates funds to the College system. The next section of this paper examines the Provincial Government perspective.

THE PROVINCIAL GOVERNMENT PERSPECTIVE

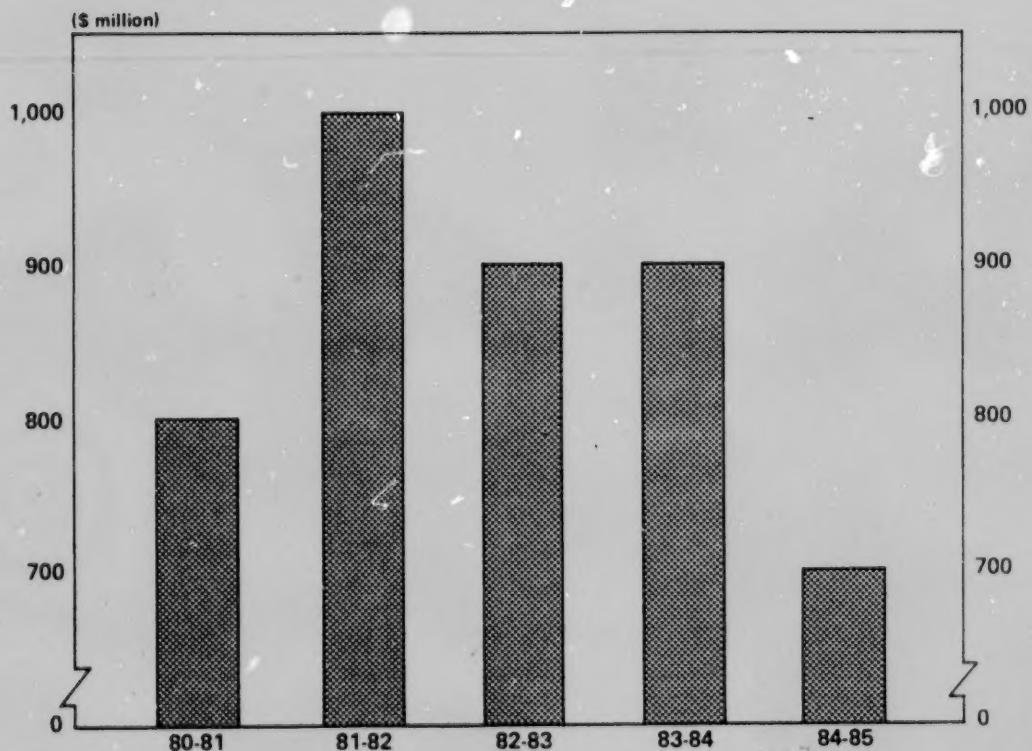
The provincial government is committed to ensuring continued economic growth and development for Ontario and to providing quality public services for the citizens of the province along with balancing the provincial budget.

Balancing the Provincial Budget

The provincial government is committed to balancing the provincial budget during the years ahead. This intention is a key influence on the availability of funds for distribution to government departments. Table 1 below indicates the province's deficit reduction plan. It proposes a decrease in the deficit from \$997 million in 1981/82 to \$700 million in 1984/85.

Table 1

PROVINCIAL GOVERNMENT DEFICIT REDUCTION PLAN \$million



Source: Ontario Budget 1981, p.17.

Provincial Government Priorities

According to Building Ontario in the 1980's, the province's continued prosperity will depend on successfully creating new jobs to meet the challenges of technological and structural changes in the economy. In particular, there has to be a new emphasis on training in the skilled trades.

A number of initiatives are outlined relating to electricity, transportation, resources, technology and most importantly for education and people. Ontario's human resources policy for the 1980's will focus on four key thrusts:

- developing our own skills;
- retraining existing manpower to adapt to changing technology;
- achieving a closer link between our educational institutions and the needs of the workplace; and
- modernizing our pension system.

The second major government priority is to provide quality and accessible services for the people. According to the 1981 Budget, within the total government allocation, health care remains a priority. Over the past six years, health spending has increased from 27.2 percent of the total budget to 28.7 percent¹.

1. Ontario Budget 1981, p.9.

The Ontario Government Budget Allocation Process

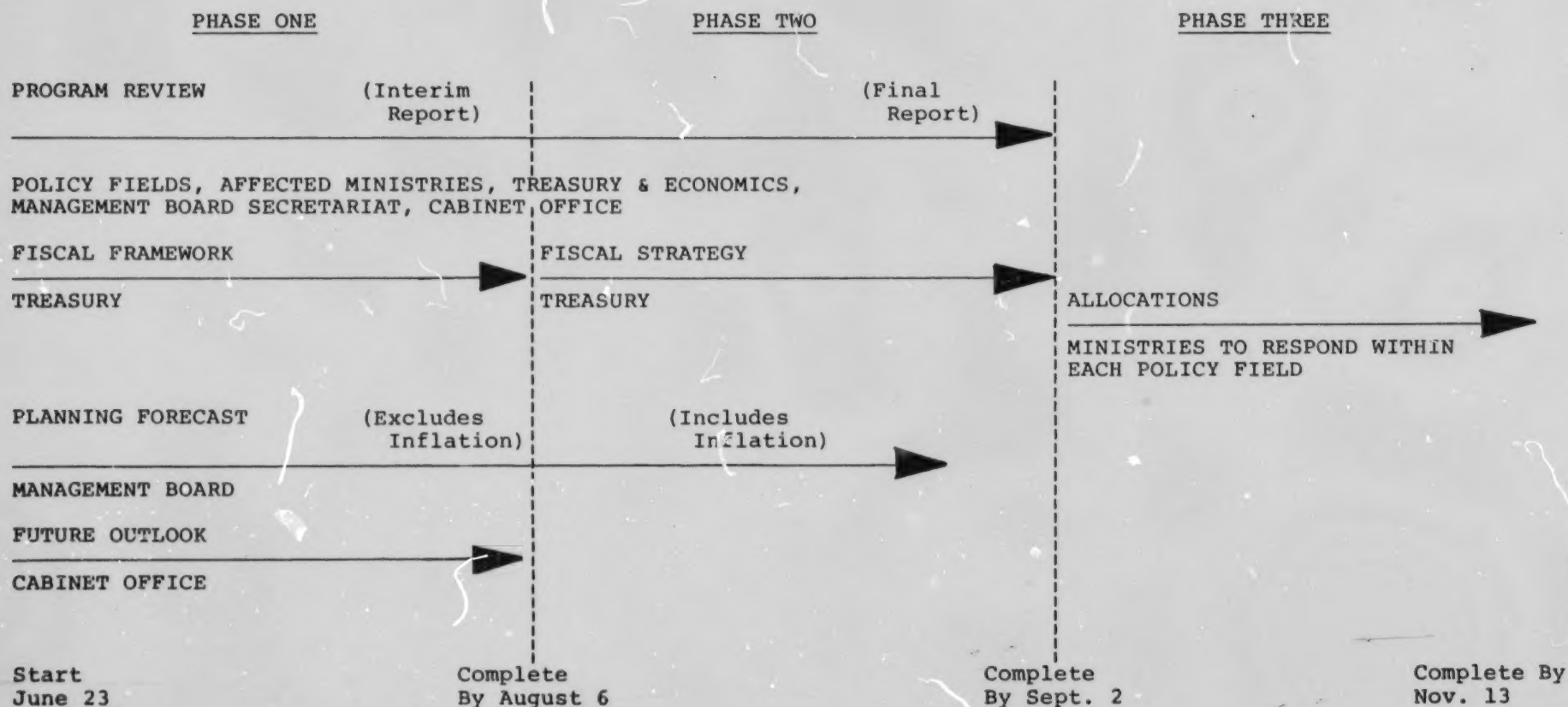
Budget allocation within the Ontario Government is conducted using a one year cycle which normally starts in June.

Financial planning for fiscal 1982/83 started in June 1981. Table 2 outlines the process used to allocate funds, by policy field, of the amount the government is intending to spend within the framework of a provincial fiscal strategy.

Between mid-June and mid-August 1981 a future outlook scenario is developed by Cabinet, a planning forecast by Management Board, and a fiscal framework by Treasury. Specific program reviews may also be undertaken. Between mid-August and early September a fiscal strategy is prepared by Treasury. Allocations are then made by Cabinet to each policy field and then Ministries within each policy field make their case for funds by mid-November 1981. Each Ministry prepares expenditure estimates which are tabled in March and then debated.

From a College system perspective, it is important to note that the budget allocation process (which includes College funding) for fiscal 82/83 is underway.

How and to what degree is College system input to this process occurring? Roles and linkages and aspects of the actual process do not seem clear.

OVERVIEW OF THE 1982/83 ALLOCATION PROCESS¹

¹Allocation by Policy Field of the amount Government is intending to spend within the framework of a fiscal strategy.

See attachment 1, page 58 for Ministry Policy Fields.

Federal Government Funding

In 1981/82 Ontario is estimated to receive \$3,297 million or 18.9 percent of its revenue from federal government payments. In 1980, Ontario received approximately 40 percent of the tax dollars distributed by the federal government across the country. (Ontario Budget 1981).

It is apparent the federal government is giving serious consideration to fundamental alterations in Established Program Financing under which provinces receive assistance toward the costs of health programs and post-secondary education. The existing agreement will expire on March 31, 1982. In 1981/82 the Established Programs Financing arrangement across Canada is worth nearly \$11 billion.²

While there is a great deal of uncertainty at this point, a reduction of hundreds of millions of dollars in funds allocated to the provinces has been suggested. One estimate of the possible amount was described as follows in the Toronto Star, August 13, 1981:

Several Canadian universities and community colleges may be forced to close if the federal government gives less money to the provinces, the Ontario Federation of Students says.

Federation chairman Barb Taylor told a press conference yesterday Finance Minister Allan MacEachen has said he wants to reduce the money transferred from Ottawa to the provinces for education and other areas by \$1.5 billion.

Presumably any reduction would be phased in. Nevertheless, the province of Ontario would have to absorb approximately 40% of any reduction agreed to.

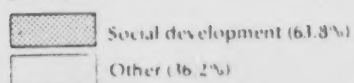
²Ontario Budget 1981, Budget Paper B, p.4.

Budgetary Expenditures By Provincial Policy Field

Table 3 indicates budgetary expenditures by policy field. Health receives the largest share with the social policy field accounting for 63.8 percent of the total budget allocated to the social development policy field.

Table 3

Budgetary expenditures by policy field



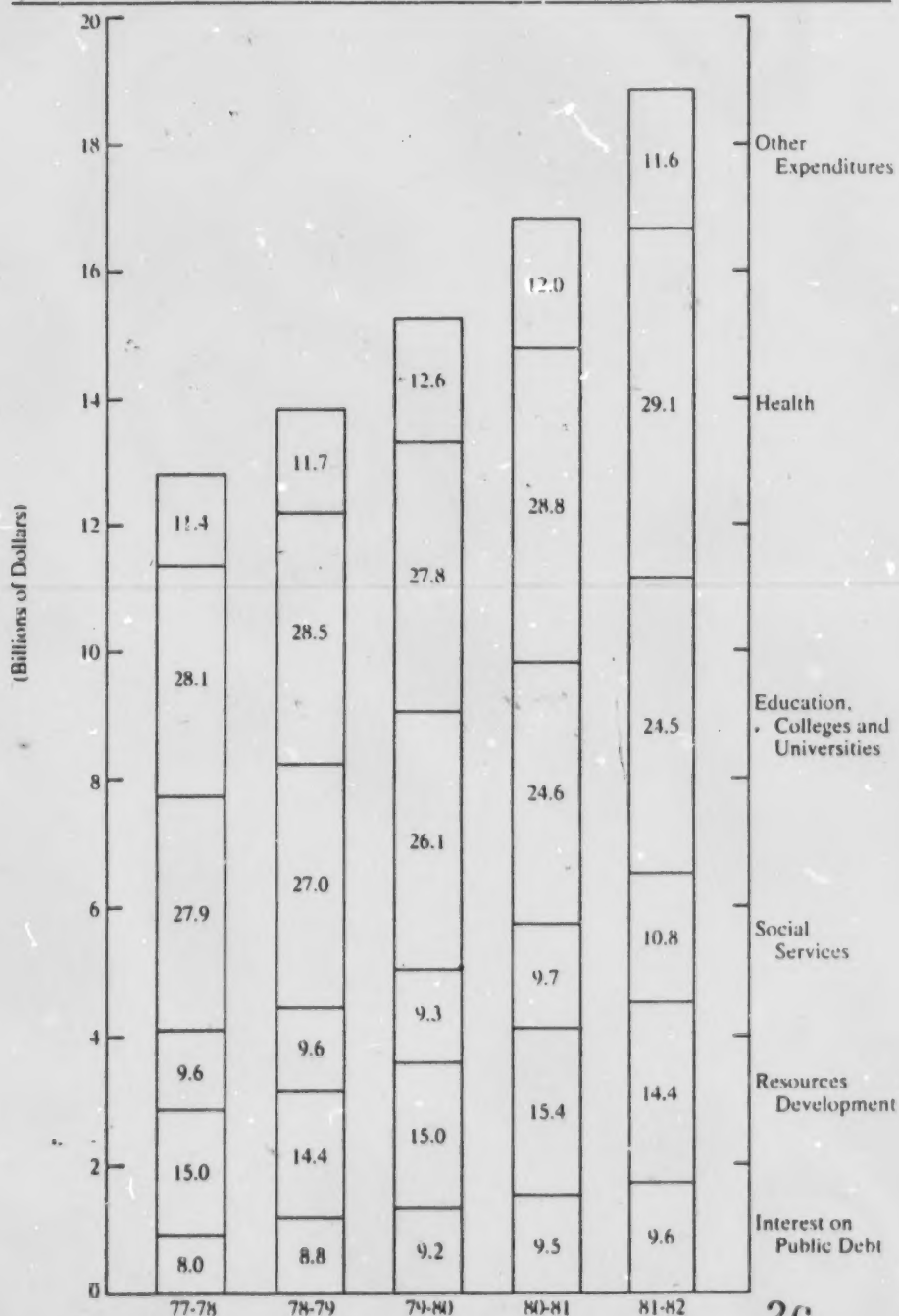
Source: Province of Ontario, Financial Report 1981, p.7.

Trends in Expenditures

Table 4 indicates that the Ministry of Education/Colleges and Universities has been receiving a decreasing share of provincial funds since 1977/78.

Table 4

Major Budgetary Expenditure Functions,
1977-78 to 1981-82
(per cent of total)



Source: Ontario Budget 1981, Budget Paper C, p. 15.

Some Perspectives On Allocating Funds

Within the policy fields, there are twenty-seven groups competing for government funding. If it is assumed that each group will be, on balance, equally expert at presenting its case, then relative increases are obtained in small incremental gains. There is a judgement required regarding how much pressure results in how much gain. What type of rationale is required? How detailed need the case be?

It is evident that the College system has to compete for funds within the larger context. Given the size of the allocation to Colleges and Universities, it would appear that funds are being redistributed as illustrated in Table 5 which is based on data outlined in attachment 1.

Table 5

MINISTRY PERCENTAGE INCREASE IN EXPENDITURES 1978/79 to 1980/81		
<u>Ministry</u>	<u>1978/79 to 1979/80</u>	<u>1979/80 to 1980/81</u>
Health	7.9	13.8
Education	7.2	1.6
Colleges & Universities	5.4	6.6
Community & Social Services	9.3	13.9
Culture & Recreation	(2.4)	1.0
Natural Resources	13.4	24.6
Housing	17.4	26.5
Environment	10.7	34.8
Industry & Tourism	13.3	19.1

Source: Attachment 1

GLOBAL (OPERATING) FUNDING

GLOBAL (OPERATING) FUNDING

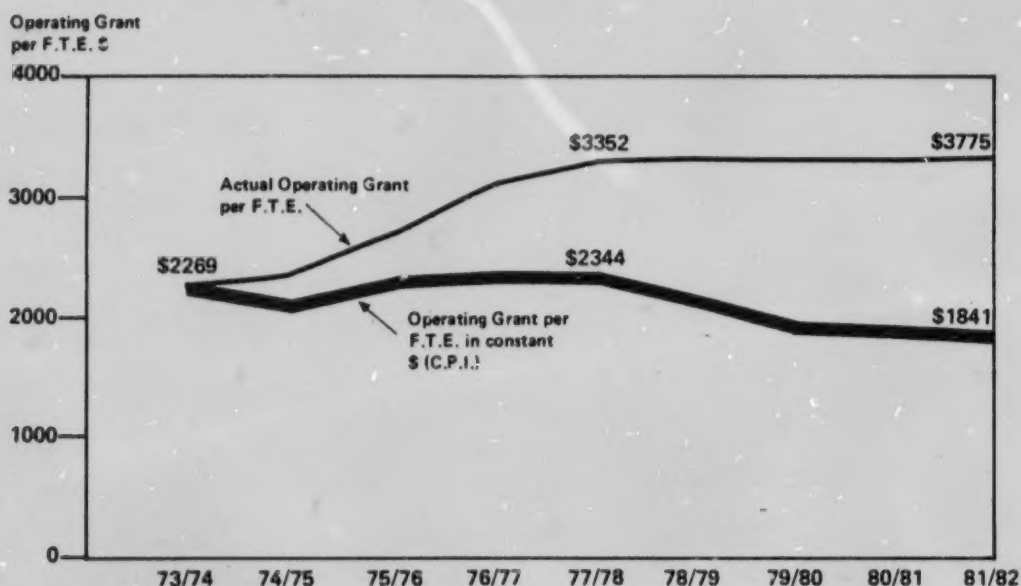
"The crucial aspect of budgeting is whose preferences are to prevail in disputes about which activities are to be carried on and to what degree, in the light of limited resources. The problem is not only "how shall budgetary benefits be maximized?" but also "who shall receive budgetary benefits and how much?"

Wildavsky, p. 184.

A widely shared view across the College system is that there is not sufficient money from provincial sources to operate the Colleges in the manner which is perceived to be appropriate given the needs of the various communities. Discounting for inflation, the operating grant per full-time equivalent student has decreased as indicated below:

Table 6

OPERATING GRANT PER FULL TIME EQUIVALENT STUDENT DISCOUNTED FOR INFLATION 1973/74 to 1981/82



Source: College Affairs Branch (See attachment 2)

There appears to be a shared perception across the system that Colleges have been financially squeezed during the past 3 - 4 years.

Articulating The Benefits

Within the provincial context discussed in the previous section, it would appear that the College system, on behalf of its 22 member Colleges, needs to better identify and sell the benefits provided by the system to those responsible for allocating financial resources.

This case should include:

- indicating how quickly and effectively Colleges can respond to industry needs;
- identifying and demonstrating that increases in productivity, effectiveness and efficiency are being achieved. While these concepts may be anathema some educators, they are part of the criteria increasingly being used to allocate funds within government;
- indicating how the College system is assisting with economic priorities - new programs initiated, co-operative training initiatives, proposing ways of assisting in meeting provincial priorities in high technology are some examples;
- indicating how effective use is made of the Colleges considerable capital investment;
- demonstrating efficient use of operating funds using financial measures.

A recent presentation on College Funding prepared by R. Stoll provides examples of this approach. Tables 7, 8, and 9 present pertinent data which outlines benefits provided by the College system. Table 7 focuses on efficiency while Tables 8 and 9 demonstrate the system's ability to respond by attracting students to programs with high and moderate economic priority.

Table 7

A DEMONSTRATION OF EFFICIENCY
COLLEGE SYSTEM STATISTICS

	<u>1976/77</u>	<u>1980/81</u>	<u>1981/82</u>
B. <u>Increase Factors</u>			
1. A CAAT Cost of Living Factor	1.00	1.442	1.586
2. Service Factors			
a) FTE	1.00	1.266	1.310
b) Enrollee	1.00	1.320	1.363
3. Support Factor	1.00	1.354	1.477
C. <u>Unit Support</u>			
1. Per FTE	1.00	1.07	1.13
2. Per Enrollee	1.00	1.03	1.08
D. <u>"Comparative" Support</u>			
1. Per FTE	1.00	.74	.71
2. Per Enrollee	1.00	.71	.68
E. <u>Increased Productivity</u>			
1. Per FTE	Base	26.00%	29.00%
2. Per Enrollee	Base	29.00%	32.00%

Notes:

1. Comparative support is support in Base Year Dollars i.e. Unit Support divided by cost of living factor.
2. Increased productivity compares service provided in comparative dollars.

Table 8

DEMONSTRATED RESPONSE TO
PROVINCIAL NEEDS AND LABOUR FORCE AND STUDENT DEMANDS

Program	First Year Enrolment		Change %
	1976	1980	
Data Processing (2yr.)	249	477	92%
Computer Programming (2yr.)	56	141	152%
Data Processing (3yr.)	53	138	160%
Computer Programming (3yr.)	97	362	273%
Computer Science Technology (3yr.)	120	350	192%
Computer Systems Design (3yr.)	14	103	636%
Micro Computer Management (2yr.)	-	46	New
Hotel & Restaurant Admin. (2yr.)	334	510	53%
Food Services Management (2yr.)	96	356	270%
Hotel & Restaurant Admin. (3yr.)	108	157	45%
Food Services Management (3yr.)	9	23	155%
Electronics Technology	481	708	47%

Table 9

DEMONSTRATED RESPONSE TO
STUDENT DEMAND AND/OR LABOUR FORCE NEEDS

Program	First Year Enrolment		Change %
	1976	1980	
Travel & Tourism (2yr.)	343	350	2%
Nursing	3446	3263	(5%)
Early Childhood Education	860	983	14%
Communication Arts (2yr.)	299	242	(19%)
Fashion Arts	233	209	(10%)
Civil Technology (3yr.)	295	338	15%
Electrical Technology	207	197	(5%)
Chemical Technology	140	166	19%
Interior Design (3yr.)	260	112	(57%)
Construction Technology	100	109	9%
Mental Retardation Counsellor	721	682	(5%)

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() DECLINE

Central to this view is that the system should articulate a case on behalf of the system. As competition for funds increases, it is suggested that the Colleges need to more quickly discern provincial priorities and indicate how the College system does and can contribute to meeting these priorities.

This approach also implies a willingness to identify common co-operative issues as distinct from areas where competition may be appropriate and then develop a case based on these common issues.

Some Factors To Consider

In this scenario, it is suggested that the Colleges are better positioned than either the secondary schools or universities to meet the challenges of the 80's. The Colleges are filling an economic development role which is different to that of the Universities.

Career choices on the part of individuals may not always reflect labour-market needs and local labour-market needs may not reflect provincial economic priorities. Consequently, College program offerings may include courses for which there is a great deal of student interest and little labour-market demand. Colleges may also sometimes continue to offer established programs for which there is a demand even though the programs do not coincide with provincial priorities.

It would appear that the Committee of Presidents have no agreed upon perception of system financial needs and priorities. There appears to be no united expression on behalf of the College system which prioritizes financial concerns and methods of addressing these.

Perhaps the thoughts of some U.S. legislators are relevant to this perception. Speaking of Colleges in the U.S. context, they suggest:

Virtually all of the state policy makers saw community colleges as successful in providing needed services at the community level and successful in keeping costs low. They felt community colleges have built political strength through community support for the services provided. The legislators often suggested, however, that the institutions have not yet become adept at using the public support they enjoy and translating it into political clout. They felt there was more understanding and support for a comprehensive community college mission at the community level, where the services are provided, than at the state capital where funding policies are determined.³

It was mentioned that some Colleges continue to express the view that they are in dire financial peril on a continuing basis. However, over a period time, if that peril does not appear to eventuate, a perception that things are not as bad as they are said to be can be formed.

The ability of College administrators to manage within a climate of constraint will become increasingly important.

An isolated commentator suggested that the College system is still relatively affluent in relation to other Ministries and that this perception could become more widely accepted - notwithstanding some recent staff reductions at some Colleges.

³ Community and Junior College Journal, May 1981, p.20.

Quality Data

When presenting the benefits case proposed in this section, it is important that accurate data be gathered. It was suggested that the College system could improve its ability to identify and marshall a case on behalf of its members.

A review of data and the supporting cases presented to the Government by the Council of Ontario Universities (COU) and the Ontario Council on University Affairs reinforce this point. System on the Brink is an excellent example of what is possible. A recent submission to the Premier on behalf of the University system discussed three system approaches to coping with a funding shortfall along with an analysis of the role of COU and OCUA in the future. Written briefs of this type on the College system should be considered.

In addition, obtaining data on which agreement is possible is seen to be an aspect which could be improved. While the post-secondary data base is strong there are evident weaknesses related to the non-post-secondary sector.

A glance through the latest COU report reveals inter-provincial comparisons, provincial operating grants per \$1000 of provincial income over a six year period, expenditure per client served for elementary and secondary education, hospitals, CAATs, and universities (see attachment 3), the averaging of three Consumer Price Indexes to obtain a projected index, expenditures on library acquisitions from operating income (attachment 4) and a University non-salary price index (attachment 5). This type of data would be helpful for the College system.

Notwithstanding the comments in the preceding paragraph, through the courtesy of R. Myron and staff, the College Affairs Branch was able, at very short notice, to conduct a range of projected system revenue and enrolment increase simulations requested as part of this study. This is a welcome capability.

While a variety of data sources are available, it is important that on behalf of the College system, the types of data required are identified and a case made.

For example, the following trends are evident with regard to system-wide operating fund balances and enrolment. Using Ontario College Information System data which outlines College operating fund balances (beginning of year), Surplus/Deficit for the year (on total College operations) and total operating fund balance for the end of year, it is evident that relative financial support for the College system is eroding as outlined below:

Table 10

COMPARISON OF OPERATING SURPLUSES/DEFICITS
FOR
ONTARIO CAATS
1978/79 to 1981/82
(\$000)

\$million	78/79 Actual	79/80 Actual	80/81 Budget	81/82 Projected	82/83 Projected
Operating Fund Balances Beginning of Year	27,407	33,102	33,503	21,545	15,170
Surplus/Deficit for the Year	4,837	400	(11,957)	(6,374)	(4,053)
Operating Fund Balances End of Year	32,248	33,026	21,069	14,694	10,642

These data indicate that the College system surpluses using actual and projected figures are anticipated to decline by \$21.6 million dollars between 1978/79 and 1982/83 - a decrease of 66.9 percent. At the same time enrolment is continuing to increase. In the same time period total College system full-time equivalent enrolment increased by 20.46 percent as indicated below:

Table 11

COLLEGE SYSTEM TOTAL
NUMBER OF
FULL-TIME EQUIVALENT STUDENTS
1978/79 to 1982/83

	1978/79 Actual	1979/80 Actual	1980/81 Budget	1982/82 Projected	1982/83 Projected
Total F.T.E.'s	101,817	108,575	117,259	120,530	122,648

A rationale and detailed case needs to be developed using accurate information on behalf of the College system. OCIS statistics tend to underestimate costs in projected years consequently the projected surplus figures probably overestimate the actual situation. Increasing enrolments, drastic reductions in College operating surplus and continuing cost escalations are some of the factors that need to be considered.

Accountability

An increasing trend to college fiscal accountability is likely in the 80's. The notion of self policing was often mentioned along with the use of operational review processes. One suggestion was to examine the Ministry of Community and Social Services participative operational review process used with Children's Aid Societies across the province. Another possibility mentioned was the potential role of auditors examining college financial operations under the aegis of the Public Auditor's Act.

The "Erosion" of Autonomy

From a College perspective, there appear to be indications that the "freedom to act" at the institutional level is being eroded. The recently introduced funding formula is one basis for this perception. Other perceptions supporting this viewpoint relate to a perceived "tightening" of the program approval mechanism, discussions regarding possible growth limitations and trends with regard to salary administration.

This trend also appears to be occurring in the United States. Following a review of legislative acts in all U.S. states between 1975 and 1979, Martorana and Smutz concluded:

Legislatures also continued to alter the way in which they approach the question of increased state control. The 1979 legislation reflected the recent trend of limited major policy initiatives designed to increase state control in governance matters, while eroding institutional autonomy through measures that less visibly but effectively bound institutions through numerous procedural regulations.⁴

Effects Of The Operating Grant Funding Mechanism In The Years Ahead

The quality of education provided should be considered in relation to funding. As fiscal stringency occurs, Colleges respond in a variety of ways. Reduction in the number of programs hours taught may save money but with what effects on the quality of a student's learning experience.

⁴ Martorana, S.V. and Smutz, W.D., "The Transition to the 80's". Community and Junior College Journal, American Association of Community and Junior Colleges, Washington, D.C., Vol.51, No.6, p.33.

After studying a number of Californian College reactions to the Proposition 13 cutbacks, Jackson commented as follows:

Colleges clearly formulated their responses in incremental terms. The Colleges in the sample appear to have asked what changes Proposition 13 required in their current operations.

Thus I found widespread elimination of benefits and other incidental expenditures, but little program evaluation; much attention to curtailing redundant class meetings, but little research on the demand for particular class meetings; and extensive attempts to reduce faculty costs, but little effort to assess the need for faculty. (The distinction resembles that between incremental and zero-base budgeting.)

Second, the changes did not modify the fundamental character of the Colleges. There is no clear shift toward or away from a particular sort of activity, nor any major attempt to reconfigure offerings or instruction.

Two exceptions to these sweeping statements deserve mention: the near elimination of extensive community-service programs, where they existed, and the move toward classes scheduled during weekdays rather than in the evenings or on weekends. But these exceptions do not change the overall impression: Proposition 13 has not caused fundamental reappraisal or change in community colleges.⁵

McGuire (1978) studied College responses to financial limitations. The results of this study are outlined in Table 12.

⁵Jackson, Gregory A., "Community Colleges In The Post-13 Era: Institutional Responses To Tax Limitation". Community and Junior College Journal, American Association of Community and Junior Colleges, Washington, D.C., Vol.5, No.2, p.150.

REACTIONS TO DECREASING OR STABILIZED FINANCIAL SUPPORT

State	Increase part-time faculty	Reduce non- instructional expenses	Increase Student/ Teacher ratio	Limit enrolments	Increase local funds	Eliminate programs	Restrict new-program development	Allocate resources to lobbying
Arizona					X			
Arkansas	X		X			X	X	
California					X			
Colorado		X	X					
Connecticut			X		X			
Delaware		X					X	
Florida				X				
Illinois	X	X	X					
Kentucky	X						X	
Maine		X						
Maryland					X			
Massachusetts*			X					X
Michigan*	X	X						
Minnesota							X	
Mississippi			X				X	X
Missouri		X						
Nevada*				X				
New York	X	X	X		X	X		
North Carolina*			X			X		
Ohio*	X	X						X
Rhode Island							X	X
South Carolina	X	X		X		X		
Vermont						X		
Virginia	X	X				X		
Wisconsin*					X			
Total	8	10	8	3	6	6	6	4

Note: No data for Nebraska, which reported stable support, or Puerto Rico, which reported decreasing support.

*These states report decreasing financial support for community colleges.

Source: McGuire, W.G., "Emerging Trends In State Support". New Directions for Community Colleges, 1978, 22, p.15-26.

Funding On The Basis Of Salary Increases

Given the fiscal constraint Colleges face in the 1980's, one scenario suggested for consideration relates to funding on the basis of salary increases. This scenario can be stated as follows:

The value of the funding unit has declined over the last few years as a result of the impact of inflation.

The increasing cost of goods and services is a matter which is outside of the control of either the Colleges or the Government of Ontario.

The purchase of goods and services accounts for approximately twenty percent of the College budget.

The responsibility and authority for the negotiation of the collective agreements, and for the annual policy line increase for administrative staff, is in the hands of the Council of Regents.

Approximately eighty percent of the College's operating budget goes to salaries.

Consistently, provincial awards have been in excess of annual increases in the global operating grants that are made available by the Province for operating purposes.

The operation of the funding mechanism results in there being a spread between the increases in salary awards and the actual operating funds received by many of the Colleges.

The management of individual Colleges have no control over the rate of increase of salary awards, nor do they have control over the rate of increase in operating grants that they receive from the Province.

Conventional wisdom holds that the difference between the salary award increases and the rate of increase of the operating grant can be made up through internal economies.

There comes a point in time in any organization when it is not possible to achieve further economies without jeopardizing the legitimate role of that organization. In many Colleges this time has arrived.

The political and economic environment has changed over the last fifteen years.

It is now time to consider adapting to that change by making whatever structural adjustments are necessary to put the responsibility of meeting salary awards with those, at the centre, who have the authority for granting those awards.

The salary portion of each College budget should be - as it is with many other government agencies - separated out from the overall operating budget and be made the direct responsibility of the Government. In this way the Government not the Colleges would have the responsibility of meeting the budgetary responsibility of all salary awards that they grant in any given year.

The major disadvantage of this direction is the likelihood of the introduction of some form of provincial complement control. It should be remembered, however, that the

implementation of the computerized personnel file that is the outgrowth of the Towers, Perrin, Forster & Crosby Report will make this type of intervention highly probable.

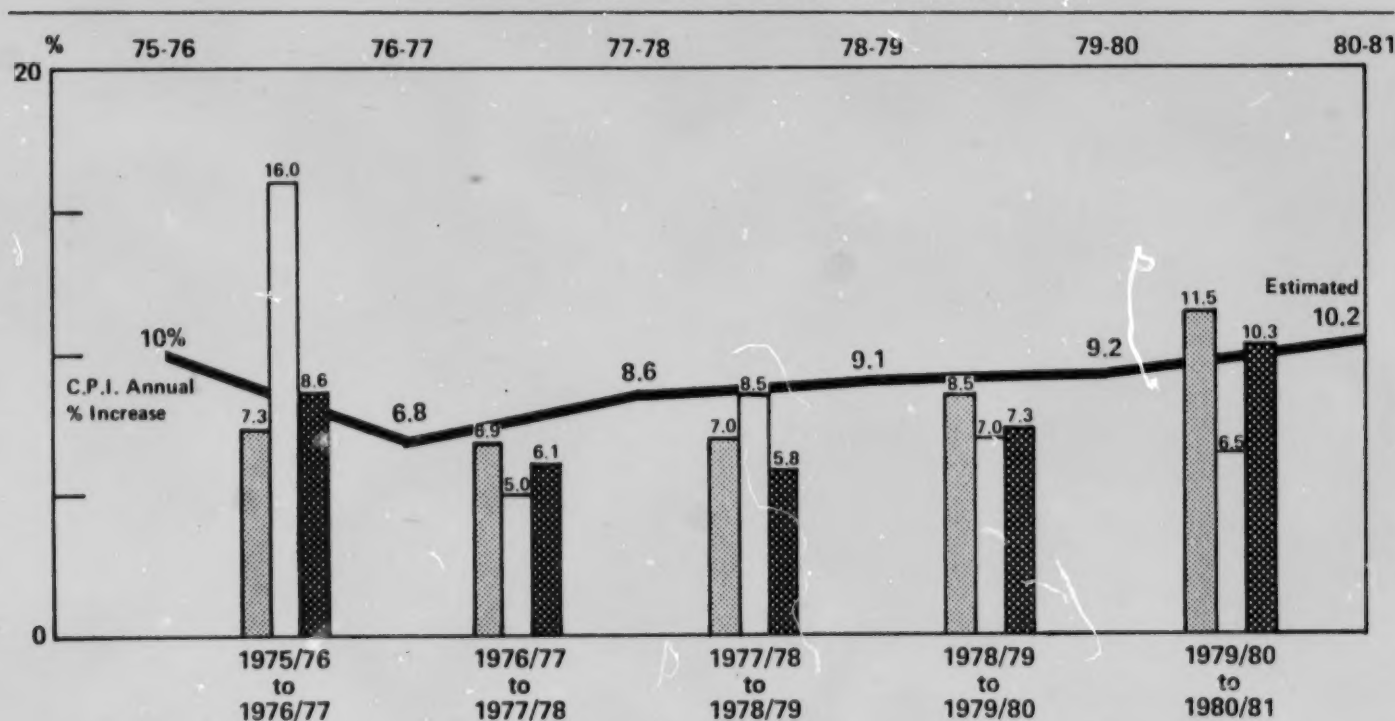
The advantage of a centralized complement control is that it can encourage a variety of initiatives at the local level which can lead to a greater maximization of manpower resources.

This kind of structural adjustment would ensure that the colleges would be part of a system that has some rational design for budget purposes and would ensure that the management of local colleges has responsibility for only those budget matters over which they have a measure of control.

Once again, this scenario has been suggested for consideration.

While attempting to obtain salary increase data for the past few years for college staff, conflicting and varying figures were obtained. With the cooperation of the College Affairs Branch, accurate data detailing salary increases were obtained and then compared to increases in the Consumer Price Index. These data are presented in the following Table.

COLLEGE OF APPLIED ARTS AND TECHNOLOGY
FACULTY, SUPPORT STAFF AND ADMINISTRATION
SALARY INCREASE 1975/76 to 1980/81¹
(Including costs associated with the movement of individuals within the schedule¹)
COMPARED TO CONSUMER PRICE INCREASES



1. Costs associated with the movement of individuals within the salary schedule have been estimated to be:

Faculty: +1.5 percentage points per annum
Support: +1.0 percentage points per annum
Administration: +1.5 percentage points per annum

■ Faculty
□ Support
▣ Administration

Source: Salary Data - College Affairs Branch.

A SYSTEM DILEMMA

A SYSTEM DILEMMA

On the basis of site visits to the states, our second general conclusion is that disputes over financing formulas often disguise fundamental disagreements over purpose, mission, and priorities. In fact, the dominant theme of the study is that of the growing tension between the mission and financing of two-year colleges. Many presidents want their institutions to become community-based centers for lifelong learning, with public support provided for virtually any educational activity desired. The principal objective of these presidents seems to be to maximize enrollments (or the percentage of the district population served), keeping tuition rates as low as possible. Meanwhile, state officials increasingly seek to limit the state's financial obligation to the colleges by imposing enrolment ceilings, by excluding certain courses or activities from support, and by various other means. Because the trend in almost all states is toward a declining local share and an increasing state share of support for two-year colleges, the intensity of conflict between college and state officials seems certain to increase.⁶

This conclusion of the Brookings study is relevant to the Ontario College system.

Since the establishment of the Colleges, arguments supporting the funding of Colleges have tended to be based on what could be described as the "aspirational" model. We want to take in this many students, there are these needs in our local area, growth is projected at "x" percent, current costs are "y" dollars, inflation is "z" and, after adding these up, to maintain quality we require a given amount of funds.

In the 1980's, this scenario could be modified, perhaps significantly. If fiscal constraint continues at the provincial level and is compounded by reductions at the federal level, the college system could face a situation in which the key proposition could be "what can we do with the available funds?"

⁶ Community and Junior College Journal, May 1981, p.16.

This situation could prompt the need to look at the college's mandate as described by Mr. Davis in the Legislative Assembly on May 21, 1965 which was to:

- Provide courses of types and levels beyond, or not suited to the secondary school setting;
- To meet the needs of graduates from any secondary school program, apart from those wishing to attend university;
- And to meet the educational needs of adults and out-of-school youth, whether or not they are secondary school graduates.

In this limited funding scenario, should all colleges continue to offer a broad range of programmes? Should programmes be rationalized? Should regionality be further examined? Is the founding college mandate still appropriate for the 1980's? Should the college mandate be modified or should the college structure be altered?

A severe funding limitation could prompt some or all of these questions to be examined.

FEDERAL PROGRAMS AND THE 1980's

FEDERAL PROGRAMS AND THE 1980's

Ontario's CAATs provide a range of programs which are supported by the Federal Government. Funds to support post-secondary education are provided under the Federal-Provincial Fiscal Arrangements and Established Programs Financing Act (EPF) while training of adults is funded under the Adult Occupational Training Act. The Canada Manpower Training Program is the means by which the Federal Government is involved in skill training and academic upgrading in community colleges and other training institutions. This program includes apprenticeship, non-apprenticeship skill, basic training for skill development and English as a second language programs. The Canadian Manpower Industrial Training Program covers on-the-job training by employers.

These agreements expire March 31, 1982 and a great deal of uncertainty surrounds the implications for the Colleges. It would appear that there could be some, dramatic changes which could significantly affect Ontario's CAATs.

As mentioned earlier in this paper (see page 35) the possibility looms of a reduction of EPF funding of post-secondary education of hundreds of millions of dollars.

The following discussion will focus on issues related to AOTA funding.

Some Relevant Reports

With regard to AOTA programs, three documents are of considerable importance. These are:

- Report of the Special Committee on Employment Opportunities for the 1980's, Hon. W. Allmand. Due to be released shortly.
- Bill C67
- Labour Market Development in the 1980's. A Report of the Task Force on Labour Market Development prepared for the Minister of Employment and Immigration, July 1981.

Although the Allmand Report has not been released, it is expected by early September 1981. According to the terms of reference, the Special Committee will examine and report on skill trades and higher skill occupations in Canada in view of economic development requirements of the 1980's.

Bill C67 is currently being discussed by the House of Commons. This bill is an Act to Amend the Adult Occupational Training Act (AOTA).

Changes proposed include:

1. Extension of Courses Beyond 52 Weeks

- This amendment will allow the duration of a training program to exceed 52 weeks when:
 - a) individuals require additional time to complete their training;
 - b) critical needs are identified in occupations where training requires more than 52 weeks.
- As a result of this change, post-secondary programs could conceivably be purchased in CAAT's or even universities. The implications of this change could be rather significant in terms of program design as well as program administration.
- This amendment also applies to industrial training (C.M.I.T.P.). It will allow employers involved in high level skills training to receive financial support over a longer time period.

2. Removal of the 1 Year Out of School Rule

- The waiving of the requirement for 1 year out of school will, for instance, allow secondary school students involved in the "Linkage" program to continue their training on-the-job or in-school with the support of federal programs.

3. C.M.I.T.P. Support on the Basis of Negotiated Fixed Rates

- This amendment will permit C.M.I.T.P. support to be granted on a flat rate basis instead of the current wage subsidy format.
- By making financial assistance conditional upon the achievement of specified training objectives, this mode of support will be well suited to the implementation of modular programs.

4. Training Contracts With Groups of Employers

- This change allows industrial training (C.M.I.T.P.) funds to be allocated to such groups as the Community Industrial Training Councils (C.I.T.C.'s). It will also permit the federal government to fund training offered by organizations such as union schools.
- The granting of such funds to C.I.T.C.'s would give these groups the responsibility of allocating funds to employers: This additional responsibility would significantly alter the current advisory role of C.I.T.C.'s.

Labour Market Development in the 1980's argues that the labour market of the 1980's will differ considerably from that of the 1960's and 1970's. It is concluded that new policy instruments will be required to deal with these changing conditions.

Chapter nine, Training to Meet Skill Needs, provides a detailed discussion of policy options and factors to consider as seen by the Task Force.

It is assumed that the purpose of training is to provide people with the skills to meet the demands of the market. A summary of key points made by the Task Force follows:

Post-Secondary Education

The following changes are identified as necessary:

- A reduction of the allocation of resources to post-secondary training and shift of freed resources to high level skills training.
- A significant re-allocation of resources within the post-secondary system to expand instruction in engineering at the university level and in technological training at the college level, and to reduce instruction in general arts, teaching, education and public administration.
- A greater proportion of institutional revenues to stem from student fees to ensure more adaptive programming on the part of institutions.
- The establishment of a federally financed fund for the provision of adjustment assistance to post-secondary institutions to encourage the expansion of physical plant and human resources in disciplines in high demand.

High Skill Trades Training

- The training system, as it stands, will be inadequate to meet the needs of the 80's.
- The levy grant system is rejected as an ineffective means of expanding the domestic training base.
- More resources must be allocated to manpower training, in particular to provide intensive off-the-job training prior to the apprenticeship period and to provide training in special industry-based centres for persons already apprenticed to an employer.

The Task Force suggests that this type of pre-apprenticeship training is more effectively delivered through these industry-based centres than through educational institutions. Industry based training centres are defined as including group training centres established for an industry, a group of occupations, a group of firms, and also in-plant training centres operated by individual firms separate from the production process.

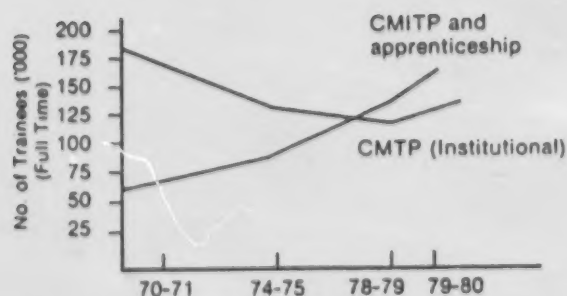
Middle Level Skill Training

- The 52 week limit on program purchase imposed by AOTA should be extended to 104 weeks to allow for the purchase of training at the technician and technologist level.
- Industry is to be encouraged to play a greater role in the design and financing of these courses with the Federal government moving to match industry grants to colleges and providing direct financing of students. This would in some cases replace the current seat purchase arrangements under CMTP.
- The provision of low level skill training should be directed only towards occupations in shortage. The report recommends the reduction of CMTP funds for short-term programs and the concentration of CMITP funds on the development of skills in short supply.

This trend is supported by Table 14 which reflects the growth in the volume of industrial skill development for Canada relative to institutional training.

Table 14

Industrial
Skill Development
Canada



Source: Based on CEIC data.

Federal Initiatives

According to an article titled Ottawa Plans Major Changes - Cost-Sharing (Globe and Mail, Thursday, August 13, 1981 - see attachment 6), according to Pierre DeBare, Regional Economic Expansion Minister:

Ottawa will no longer confine itself to developing national policies and leave provincial governments to look after their specific needs.

Instead, Ottawa will develop specific programmes designed for individual provinces and it will be up to the provinces to reconcile their programmes with the federal areas (p.l.).

The article suggests that the Federal government is concerned about getting sufficient political credit for its expenditures and mentions six examples of activities in which specific needs are being addressed by the federal government. One example is the new Industrial Labour Adjustment Program announced six months ago which will retrain automobile workers in Windsor, Ontario, shipbuilding workers in Sorel, Quebec and miners and steelworkers in Sydney, Nova Scotia for other jobs. In all three cases the provinces were not asked to take part.

Trends in CMTP Purchases

During the past few years, the level of Federal activity has remained reasonably constant, however, certain trends should be noted. These include:

- Elimination of Level I (Basic Academic - Lv. 1-5) effective April 1, 1981.
- A slow but steady decline of B.T.S.D. purchases.
- A decline in Business and Commerce purchases.

These policy directions by the Federal government are supported by the Labour Market Development Task Force which suggests:

To facilitate a direct relationship between academic upgrading and skill training on the job, funding of BTSD courses should be changed from an institutional to an industrial on-the-job basis. A gradual phasing-out of the current method is needed to minimize disruptions for training institutions. Training for such equity programs would continue but through a different funding and training system. Trainees and employers would receive grants and allowances to permit academic upgrading in conjunction with on-the-job skill training. (p.173).

The trends in BTSD purchases relate to the College's role in training unemployed youth. In 1979 approximately 132,000 unemployed youth aged 18-24 lived in Ontario. Of these 102,000 had some or completed high school while 10,000 had some or completed grade 8.

Some Factors to Consider

During the research for this paper, the following AOTA related factors were identified:

- The exact amount of funds in the Federal budget is not normally discussed with the Provinces as it is deemed to be a Federal government responsibility determined on a priority basis in consideration with all other projects.
- Traditionally for the past almost 18 years Ontario representatives have met with Senior officials from the Ottawa headquarters staff and representatives from the Ontario Regional office of the C.E.I.C. These meetings provide an opportunity for Ontario to present the need for specific types of training, the cost of such training as well as the estimated number of persons who are eligible for and require assistance. In former

years a Federal Provincial Manpower Needs Committee has been reasonably active in ratifying and presenting these requirements to Ottawa. These meetings could conceivably add considerable impact if they are revitalized and may very well bring a more equitable share of the Federal allocation to the province of Ontario.

- In previous years Ottawa has announced the allocation to the provinces no later than December 31st. This information was not known until February for the 1981/82 fiscal year. The delay in receiving the official allocation had a serious impact on planning and utilizing the training funds and caused frustration at a number of colleges.
- When the Federal allocation is made, the Regional Office training sections (Industrial and Institutional) make the initial distribution of funds for activity. The allocation is based primarily on requests from the local Canada Employment Centres. The local planning meetings, held in September in College areas with C.E.Cs. and Provincial Ministry representatives assist the C.E.Cs. to prepare their forecast. Although the Provincial Ministry is involved in an effort to influence the distribution of funds, the Regional Office Staff seem to progressively assume a more arbitrary roll in respect to the type, volume and location of training activity.
- The scheduling of purchase meetings makes it difficult to prepare college budgets. The colleges enter seat purchase meetings in February with little advance indication of Federal plans. This makes it extremely difficult to budget and/or plan space utilization.
- There is suspicion on the part of the colleges that local offices have no significant input into the Federal planning process. Placement data and client demand for programmes appear not to influence seat

purchases in many instances.

According to the study Barriers to Employer Sponsored Training in Ontario prepared by E.B. Harvey, O.I.S.E:

1. Respondents representing educational establishments reported that the inflexible and ambiguous nature of many government programmes and guidelines inhibits the acceptance and effective implementation of government supported training programmes in industry.
2. Respondents suggested that there was less than satisfactory communication and co-ordination between the relevant departments of government and the users of government-subsidized training programmes, such as firms and the community colleges. Concern was also voiced over what appeared to be inconsistent responses and interpretations emanating from government officials with respect to such programmes.
3. The amount of paper burden associated with government-supported training programmes inhibits the willingness of potential users to participate in them.
4. Representatives of schools and colleges alike reported equipment-related difficulties that mitigate against providing instruction in various skills.
5. Many potential trainees are effectively barred from obtaining training in the Community College setting because they lack minimum educational entrance requirements.
6. Disagreements or at least differences in priorities arise between college staff and employers that serve to inhibit their cooperation. In general, a

number of employers feel that programmes in the colleges and schools place too much emphasis on theory and too little on practice.

7. There is a feeling that the large and growing number of government-subsidized programmes for industrial training has created conditions of confusion and "information overload" which unnecessarily complicate the delivery system for such programmes and, in some instances, actively deter potential users from participating in them.
8. The already high and escalating cost of materials places restrictions upon the extent to which "hands-on" training is used in educational establishments. (See pp. 46 and 47).

Some College Perspectives

During the interviews for this study, the following perceptions were voiced:

- Some respondents do not feel there is adequate planning regarding labour market requirements.
- BTSD reduction has an effect on the number of clients available for entry to skill programmes.
- "High Technology" has not been defined and relatively few seats are purchased at level IV despite the discussions regarding the need for high technology training.
- The withdrawal of support for equipment rentals is periodically discussed.
- Colleges and local offices (CEIC) often have little control of purchase of seats.

- The Federal influence on curriculum decisions appears to be increasing.
- The existence of funding holdbacks appears to be a shared perception among college staff.

Some Concluding Observations

Within the Provincial context, college perspectives tend to focus on the local community served by the college. There is also a regional and provincial aspect to trained manpower supply and one suggestion was that the college system should consider this perspective.

Post-secondary programmes appear to be seen at many colleges as the "most important" activity relegating AOTA into a secondary role. This view is supported by recent re-organizations at some colleges, and facilities provision for example. Perhaps these historical relationships need to be re-examined during the 1980's.

Will Colleges be flexible enough in the 1980's with regard to industrial skill training? Will the Colleges be able to develop programming to effectively meet industry needs? How do the Colleges know they are meeting industry needs?

Is the College system articulating a position with regard to skills training requirements in the province? It would appear that there is an evident need to better articulate the case at the system level. According to one respondent,

A more positive approach would be for the Provincial Ministry to establish a firm training policy and plan. After the plan is formalized all sources of funding should be utilized instead of allowing funding mechanisms to determine type, location and volume of activity.

It is suggested that the College system should develop and present a training plan as an element in the development of a provincial skilled manpower plan.

From a provincial perspective, the further development of a consultation process with regard to skilled manpower training provision would seem appropriate.

It is suggested that College system input to the recently formed AOTA Committee is both necessary and important given the immediacy with which decisions could be taken.

At the June 1981 Senior Adult Training Officers Conference, attended by representatives from the College system and the Ministry of Colleges and Universities, a brain storming session was conducted to identify issues related to CMTP planning/negotiation strategies.

Issues raised may relate to a single College, a group of Colleges or the College system. A summary of the points discussed is outlined in attachment 7.

DIVISION OF POST-SECONDARY FUNDS

GROWTH

CAPITAL

BROADENING THE FUNDING BASE

PLANNING

AVOCATIONAL FUNDING

DIVISION OF POST-SECONDARY FUNDS

One argument presented to obtain resources for the College system was to obtain funds from other educational sectors by denying them "unwarranted" funding.

The interviews conducted for this paper support the view that this approach is no longer as viable an option because there will now be separate allocations to Colleges and to Universities.

An examination of the allocation of operating grants between the College and University systems from 1975/76 to 1981/82 suggests that no real change in the relative funding levels has occurred as indicated below:

Table 15

ALLOCATION OF OPERATING FUNDS BETWEEN THE
COLLEGE AND UNIVERSITY SYSTEMS FROM 1975/76
TO 1981/82

Year	UNIVERSITIES		CAATS	
	Amount (\$000)	% of Total	Amount (\$000)	% of Total
1975/76	565.5	73.42	204.7	26.58
1976/77	649.3	73.35	235.9	26.65
1977/78	703.7	73.21	257.5	26.79
1978/79 ¹	744.2	73.26	271.7	26.74
1979/80	781.9	72.70	293.6	27.29
1980/81	838.8	72.33	320.9	27.67
1981/82	923.5	72.52	350.0	27.48

Source: Public Accounts, Province of Ontario, Various Years.
Ministry of Colleges and Universities.

Colleges are equally as good as the Universities at meeting societies needs. The relative funding level between Colleges and Universities has not significantly changed in the past 3 - 4 years when the Colleges had significant growth relative to the Universities. In contrast to the Colleges, the Universities have undertaken benefit/cost analyses to support their contribution to both the individual and society - an initiative the Colleges should take.

It is suggested that because of the Universities' long standing tradition, tenure requirements, greater difficulty in terminating faculty, corporate connections and the excellent research data provided to support the Universities' case for funding, an appropriate strategy for the College system is outlined in the previous section on Global Funding namely to better articulate the benefits provided by the College system.

By convincingly selling the benefits of the College system, it is anticipated that funds will flow.

GROWTH

Because the funding formula is based on educational productivity, it rewards the more "efficient" colleges. It also tends to steer the enrolment mix toward full and part-time credit post-secondary students, and "rewards" colleges that grow beyond the system average resulting in a "competitive" funding model.

Since the funding approach is a distribution based model a given system-wide amount of money is allocated to the system, and, based on Funding Units, is then distributed to the 22 CAAT's. System-wide funding units are divided into a fixed amount. Excessive growth thus results in a relative decrease in the value of each funding unit.

Currently a Ministry Growth Committee is grappling with the growth issue. Demographic factors, participation rate assumptions, access philosophy, and political aspects are but a few of the influences which make this issue complex.

In a paper titled The Situation of the Ontario Universities a number of options are discussed which are relevant to the growth issue. These include:

- Imposing ceilings on the number of 'eligible' B.I.U.s for the system and for individual institutions, these being set at an appropriate fraction of the present enrolment representing the level for which government is willing to provide adequate funding. The ceilings of individual universities might be set somewhat above and below the provincial aggregate figure in order to take account of particular circumstances. Such an arrangement would encourage the universities to formulate plans for contraction, if that is required by public policy, since there would be no public funding for enrolment exceeding the ceiling.
- In order to ensure the viability of smaller institutions, and to recognize the element of fixed costs, a floor might be established for the funding units to be received by small universities.

- Under this option individual institutional funding ceilings would be derived, not from a level percentage reduction applied to all institutions, but would vary for each institution, taking account of agreed levels of aggregate enrolment and range of programmes. Funding would continue to be related to enrolment and programmes offered, but funding ceilings agreed upon between institutions and C.O.U. or O.C.U.A. would provide targets for levels of enrolment above which no additional funding would be received, thus reducing incentives for additional enrolment and competition. In the process of reaching agreement upon aggregate enrolment and clusters of programmes as the funding base for each institution, differential roles for individual universities or groups of universities could be developed.
- Another option intended to overcome the disincentive under the current formula for institutions to dismantle a programme or to combine or transform programmes, is the provision of adjustment or rationalization grants.

Perceptions related to the growth issue identified during discussions include:

- The development of an enrolment projections model;
- Competition for students may lead to increases in efficiency;
- Co-operation between colleges or within regions may be influenced by a competitive funding model;
- Within institutions, reallocations of resources may be required to react to economic priorities;
- The cost of "growth" programmes may be more expensive than programmes discontinued.

A key theme evident in the writings regarding formula funding and growth is that the use of average cost per student is appropriate if institutions are growing. However, from a system perspective, in the 1980's, growth at many Colleges may become more the exception than the rule.

A study by the Brookings Institute (Community and Junior College Journal, May 1981) reached the following conclusion:

As enrolments stabilize or decline, the use of enrolment-driven formulas based on average costs per student needs to be reconsidered. Such formulas served the institutions well during a time of growth, but will be damaging during a period of decline. The cost structure of community colleges should be analyzed - and financed - in terms of fixed and variable costs, not by a single average cost per student. (p.16).

Given the complexity of the growth issue, the discussion paper from the Growth Committee is awaited with interest.

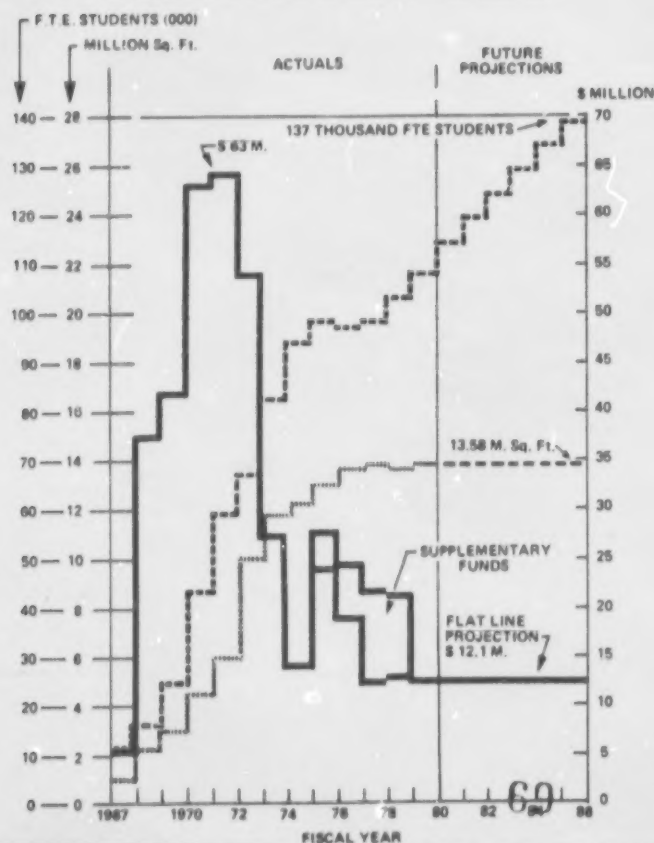
CAPITAL

Capital funds are allocated to the College system for repair, replacement, and maintenance of capital assets.

Current replacement cost of the College system's physical plant of 13,580,000 square feet (including original equipment replacement) is estimated at \$951 million. Assuming a two percent replacement rate, an annual budget of \$19 million is required to maintain the existing facilities.

A shared perception by many within the College system is that the attainment of new facilities is improbable. The following table details relationships between actual and projected space available for the College system, student enrolments and capital funding which reinforces this perception.

Table 16
A COMPARISON OF CAAT SPACE,
ENROLMENT AND CAPITAL



In 1979/80 the College system was allocated capital funds of \$12.7 million; in 1980/81 - \$12.1 million and in 1981/82 another \$12.1 million.

A shortage of capital funds is evident from a system perspective. Of the \$12.1 million allocated in 1981/82 only \$3.45 million was available for allocation to Colleges because of prior commitments.

Currently many Colleges are faced with capital assets which are obsolete or rapidly becoming obsolete. There is also the pressing need to install new, often expensive, equipment especially in the computer and technology areas. Funds for these types of expenditures are another claim on College funds - at a time when increases in costs outweigh increases in revenue. Table 17 indicates College expenditures on fixed assets from operating funds.

Table 17

COLLEGE SYSTEM EXPENDITURES
ON
FIXED ASSETS - ACTUAL (\$000)

	<u>1976/77</u>	<u>1977/78</u>	<u>1978/79</u>	<u>1979/80</u>
Total Expenditures:	\$16.4	\$24.4	\$22.1	\$27.9

Source: Ontario College Information System

Attachment 8 provides an individual College breakdown.

It would appear from these data that Colleges are increasingly being placed in a position requiring expenditure of operating dollars for capital asset replacement at the expense of spending these dollars on instructional activity.

From an equipment perspective it is hard to carry out the human resource training objectives of the province without up-to-date equipment and difficult to respond to rapid technological change.

Given that much College furniture and equipment is between 10 and 15 years of age and the pressures of fiscal constraint, the assumption that the College system can continue to fund replacement of capital assets in the 1980's from operating grants requires reconsideration.

In fact, from a system-wide perspective, a re-examination of funding for all capital requirements is suggested and that a case supported by appropriate data be prepared. This analysis should include the consideration of initiatives like training in industry on industry equipment or focusing expensive high technology equipment at specific Colleges, perhaps by region.

In addition the long-term liability for building maintenance and repairs requires review with equal concern.

BROADENING THE FUNDING BASE

One response to funding constraints is to broaden the funding base. This may be achieved using a number of approaches some of which are quite complex. The suggestions following should be considered in more detail:

- Increasing the share of educational costs that are borne by tuition fees (user pay) is one method of broadening the funding base. Private, as well as social benefits accrue and increasing pressure is likely to be placed on low tuition fees in times of "tight" money. Access to a college education must also be considered in this regard and student aid for needy students should be available to ensure equality of access.
- Colleges may consider selling services or consulting.
- A rethinking of the limitation on raising funds would seem appropriate if broadening the funding base is necessary. Within the university context, no Ontario university has succeeded in raising as much as 5% of annual operating revenue in the form of gifts from private individuals on a continuing basis (The Situation of the Ontario Universities, p. 13).
- Reinstitution of lab fees for college programmes with "extraordinary" costs like expensive course supplies could also be considered.
- To encourage industry-college co-operation, Federal matching grants are suggested in Labour Market Development in the 1980's as appearing to be an efficient and cost-effective means to encourage industry participation and to ensure that certain specialized manpower needs are met (pp. 158,159).
- During the 1970's the use of local tax revenues for funding college activity was seldom discussed. From a political perspective there did not appear to be much support. In the 1980's, it may be appropriate to examine the merits of this revenue source.

Given the limited time available, further analysis of approaches to broadening the funding base would seem warranted.

PLANNING

While there appears to be some frustration with one year planning horizon, this time period is very unlikely to change. The Provincial Government has statutory authority to budget for a one year period only and its budgeting and allocation process is undertaken within this time frame.

Within this context the importance of financial planning, reduction planning and planning on the basis of revenue and expense estimates were emphasized.

AVOCATIONAL FUNDING

An examination of avocational funding within the CAAT system suggests that while funding differences exist between secondary schools and universities, it is suggested that, from an equity viewpoint, consideration be given to using the principles applied in the colleges to the funding of part-time at the secondary school and university level.

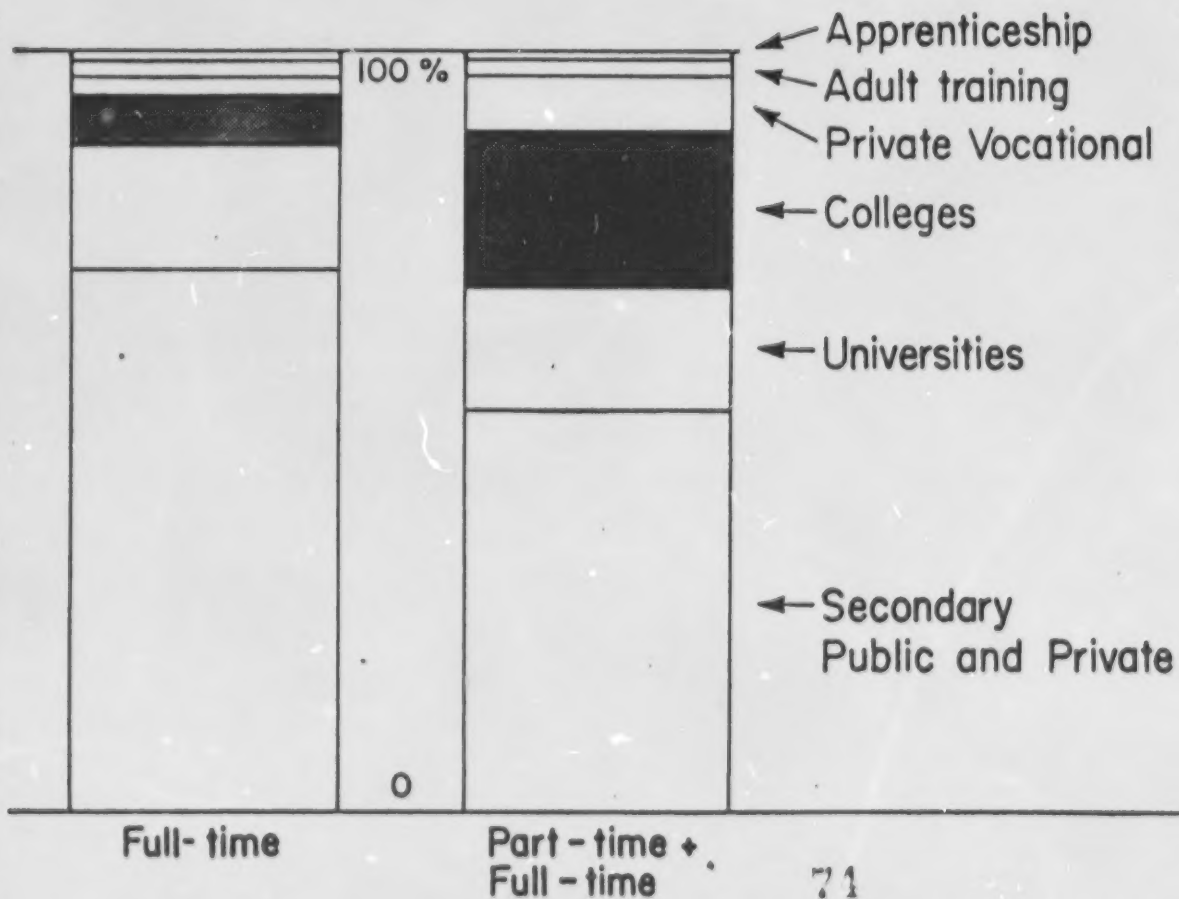
In addition while part-time credit and skills are perceived to be important, from a political perspective there appears to be little support for funding of part-time avocational activity. Support for this position is found in the Brookings Institute study which concluded that:

The economic case for state support of most non-credit courses is not strong. Analysis of courses in this category suggests that financing should be provided either through user fees or payments by local government or private agencies.

These sentiments may be questioned by those concerned with providing educational offerings to meet local community needs.

Finally, future assumptions about the growth of part-time are varied, however, it is very clear that there are a significant number of part-time students served by Ontario's 22 CAAT's as indicated in Table

Share of Enrolment in Ontario Education System



ATTACHMENTS

Expenditures by Provincial Policy Field
(\$million)

	1978-79	1979-80	1980-81
Social Development Policy			
Health	3,955	4,269	4,858
Education	2,390	2,563	2,604
Colleges and Universities	1,372	1,446	1,542
Community and Social Services	1,228	1,342	1,528
Culture and Recreation	207	202	204
Social Secretariat	2	3	3
	9,154	9,825	10,739
Resources Development Policy			
Transportation and Communications	1,069	1,138	1,212
Natural Resources	247	280	349
Housing	167	196	248
Environment	122	135	182
Agriculture and Food	174	159	180
Industry and Tourism	60	68	81
Labour	34	41	51
Energy	9	11	26
Resources Secretariat	3	3	3
	1,885	2,031	2,332
Justice Policy			
Solicitor General	168	186	209
Attorney General	140	157	182
Correctional Services	130	137	156
Consumer and Commercial Relations	63	68	76
Justice Secretariat	1	1	1
	502	549	624
General Government			
Intergovernmental Affairs	511	685	460 ⁴
Revenue	194	194	488 ⁴
Government Services	253	329	284
Northern Affairs	125	137	156
Treasury and Economics	20	22	
EDF	-	128	102
BILD	-	-	-
Board of Internal Economy ²	28	26	
Legislative and Executive Offices ³	3	3	56
Management Board	8	9	
	1,142	1,533	1,546
Public Debt Interest	1,230	1,408	1,595
Contingency Fund	-	-	-
TOTAL BUDGETARY EXPENDITURE	13,913	15,346	16,836
Non-Budgetary Outflows			
Disbursements (See Table C6)	378	351	
Charges (See Table C6)	122	133	
	500	484	
TOTAL EXPENDITURES	14,413	15,830	16,836

¹ Includes Property and Sales Tax Grants for Ontario Pensioners in 1980-81 and 1981-82.² Comprises Provincial Auditor, Ombudsman and Assembly.³ Comprises Premier's Office, Cabinet Office and Lieutenant Governor.⁴ Not Comparable.

ATTACHMENT 2

THE EFFECT OF INFLATION OPERATING GRANT PER FULL-TIME EQUIVALENT STUDENT

Year Item	1973/74	1974/75	1975/76	1976/77	1977/78	1978/79	1979/80	1980/81	1981/82
Provincial Operating Grant \$000,000's	129.6	170.8	205.6	236.7	257.1	271.6	293.6	320.9	350.0
Consumer Price ₃ Index	1.00	1.11	1.23	1.32	1.43	1.55	1.70	1.87	2.05 ¹
Grant/FTE ²	2269	2333	2716	3143	3352	3357	3347	3522	3775
Grant/FTE in Constant \$ (CPI)	2269	2102	2211	2381	2344	2165	1969	1883	1841

1. Based on estimated increase of 10 percent.
2. Actual revenue to College includes tuition and related fees
--grant shown is only provincial funds.

Source: College Affairs Branch, Ministry of Colleges and Universities

ATTACHMENT 3

Table 1-6

Expenditures per Client Served, 1973-74 to 1979-80

		1973-74	1974-75	1975-76	1976-77	1977-78	1978-79	1979-80
Elementary & Secondary Education (total school costs per pupil) ¹	<u>Actual</u>	\$1,082	\$1,237	\$1,410	\$1,680	\$1,976	\$2,121	\$2,366
	<u>Constant</u>	1,082	1,110	1,151	1,282	1,390	1,367	1,397
	<u>Index</u>	100.0	102.6	106.4	118.5	128.5	126.3	129.1
Hospitals (gross operating costs per diem) ²	<u>Actual</u>	\$82.30	\$98.35	\$120.48	\$138.55	\$151.91	\$165.06	\$177.19
	<u>Constant</u>	82.30	88.29	98.35	105.76	106.83	106.35	104.60
	<u>Index</u>	100.0	107.3	119.5	128.5	129.8	129.2	127.1
CAATs (operating grant per FTE student) ³	<u>Actual</u>	\$1,951	\$2,246	\$2,612	\$3,024	\$3,237	\$3,244	\$3,238
	<u>Constant</u>	1,951	2,016	2,132	2,308	2,276	2,090	1,911
	<u>Index</u>	100.0	103.3	109.3	118.3	116.7	107.1	97.9
Adult Offenders (expenditure per inmate day) ⁴	<u>Actual</u>	\$27.06	\$33.30	\$34.05	\$41.48	\$47.50	\$50.97	\$55.09
	<u>Constant</u>	27.06	29.09	27.80	31.66	33.40	32.04	32.52
	<u>Index</u>	100.0	107.3	99.8	113.6	119.9	117.9	116.7
Universities (operating grant per FTE student) ⁵	<u>Actual</u>	\$2,428	\$2,621	\$2,888	\$3,272	\$3,684	\$4,019	\$4,209
	<u>Constant</u>	2,428	2,353	2,358	2,498	2,591	2,590	2,485
	<u>Index</u>	100.0	96.9	97.1	102.9	106.7	106.7	102.3

- Sources: 1. Ministry of Education
 2. Ministry of Health Hospital Statistics, various years
 3. Ministry of Colleges and Universities Multi-Year Plan Analysis of the Ontario Colleges of Applied Arts and Technology, various year. Ministry of Treasury and Economics, Public Accounts, various years
 4. Ministry of Correctional Services
 5. Ministry of Colleges and Universities.

Source: Brief to the Ontario Council on University Affairs. A Future of Lost Opportunities prepared by the COU Committee on Operating Grants, March 1981.

ATTACHMENT 4

Expenditures on Library Acquisitions from Operating Income
 (\$ 000 constant 1972-73)

	1972-73	1973-74	1974-75	1975-76	1976-77	1977-78	1978-79	1979-80
Brock	213	214	252	264	219	208	175	166
Carleton	824	847	866	850	681	685	521	474
Guelph	565	608	635	505	635	550	514	460
Lakehead	287	296	263	236	257	258	193	202
Laurentian	300	254	246	218	200	192	159	137
McMaster	830	915	974	860	1,016	894	858	836
Ottawa	1,378	1,210	1,048	844	762	704	621	616
Queen's	1,001	817	868	716	709	612	552	630
Toronto	2,222	2,209	1,902	1,853	1,693	1,653	1,552	1,586
Trent	235	195	252	241	235	230	169	171
Waterloo	933	987	997	766	762	794	699	669
Western	1,352	1,029	1,097	1,108	1,246	956	917	885
Wilfrid Laurier	235	273	436	365	361	345	291	249
Windsor	605	675	756	635	693	602	480	458
York	1,320	1,187	998	934	819	741	664	695
Ryerson	250	278	337	77	227	198	123	136
OISE	128	125	116	90	79	80	73	68
TOTAL	12,678	12,119	12,043	10,362	10,594	9,702	8,561	8,438

Note: The price deflator used for calculating constant dollar values for 1972-73 to 1978-79 was the Books and Periodicals component of the Ontario University Non-Salary Price Index. The price deflator used for 1979-80 was provided by Queen's University.

Source: Council of Ontario Universities for the years 1972-73 to 1977-78
 COFO-UO Financial Report for 1978-79
 Anticipated final expenditures obtained from the universities for 1979-80

Source: Brief to the Ontario Council on University Affairs. A Future of Lost Opportunities prepared by the COU Committee on Operating Grants, March 1981.

ATTACHMENT 5

TABLE A-2

Component Price Indices in the Ontario University Non-Salary Price Index (Based on Fiscal Year 1970-71 = 100)

Component	1970-71	1971-72	1972-73	1973-74	1974-75	1975-76	1976-77	1977-78	1978-79	1979-80
Books	100.0	109.9	105.8	100.2	113.2	135.3	140.9	168.0	183.9	219.1 ^P
Periodicals	100.0	108.3	120.5	149.0	159.3	186.6	204.3	240.6	294.2	326.7
Equipment	100.0	101.4	101.8	107.1	127.7	144.4	151.0	175.9	202.3	224.7
Computing	100.0	101.9	103.3	104.5	108.1	116.6	117.2	127.9	135.8	143.8
Furniture	100.0	105.0	109.9	122.0	140.0	151.9	161.1	169.0	180.9	204.0
Stationery & Paper	100.0	101.1	103.1	124.0	165.9	180.9	187.5	196.9	216.4	253.9
Printing Materials	100.0	101.7	106.3	130.4	161.0	164.5	163.3	170.1	182.4	208.3
Tools & Apparatus	100.0	103.2	105.6	112.8	130.9	145.2	154.6	172.5	190.7	222.6
Chemicals	100.0	101.1	102.9	114.2	149.0	163.9	170.8	181.0	196.7	229.5
Postage	100.0	112.3	120.8	120.8	120.8	121.3	144.7	181.3	212.1	253.7
Long Distance	100.0	102.6	107.2	109.2	110.3	114.4	122.9	134.3	141.8	146.7
Electricity	100.0	104.9	112.1	121.1	131.0	143.3	183.8	235.8	248.3	274.1
Gas	100.0	101.5	101.9	106.9	120.2	151.2	184.6	213.4	244.6	258.1
Oil	100.0	111.7	108.0	166.7	253.6	279.2	330.9	399.8	459.0	581.9
Telephone	100.0	102.6	107.2	109.2	110.3	114.4	122.9	134.3	141.8	146.7
Renovations	100.0	104.4	109.8	122.9	146.2	154.3	162.9	174.0	193.3	222.5
Transportation	100.0	103.9	105.8	111.1	123.3	138.4	151.2	160.3	170.8	190.2
Shelter	100.0	105.3	111.6	118.9	128.1	140.5	155.8	169.0	180.4	190.3
Food Away From Home	100.0	104.5	112.4	130.1	154.3	172.4	185.2	195.1	212.1	237.7
Insurance	100.0	128.5	155.4	190.2	215.3	271.2	328.7	368.9	390.6	413.4
Space Rental	100.0	105.3	111.6	118.9	128.1	140.5	155.8	169.0	180.4	190.3

83

P = Preliminary figure

Source: Brief to the Ontario Council on University Affairs.
A Future of Lost Opportunities prepared by the COU
Committee on Operating Grants, March 1981.

ATTACHMENT 6

Globe and Mail, Thursday, August 13, 1981

Ottawa plans major changes in cost-sharing

WINNIPEG (Staff) — The federal Cabinet has approved changes to federal-provincial cost-sharing that are as important as the original decision, 25 years ago, to establish equalization payments to help poor provinces, Regional Economic Expansion Minister Pierre De Bane says.

Ottawa will no longer confine itself to developing national policies and leave provincial governments to look after their specific needs, he said.

Instead, Ottawa will develop specific programs designed for individual provinces and it will be up to the provinces to reconcile their programs with the federal ones, Mr. De Bane said in a telephone interview this week.

Last week, Mr. De Bane sent a Telex to the Manitoba Government saying he would not renew a federal-provincial development program for Northern Manitoba because Ottawa was not getting sufficient political credit for its expenditure. He said Ottawa will develop its own program to help Northern Manitoba Indians find jobs.

This approach, he said, is the result of a policy decision taken several months ago by the federal Cabinet, "a new philosophy" as important as the federal decision 10 years ago that set up the Department of Regional Economic Expansion, or the decision 25 years ago to set up equalization pay-

ments to help poor provinces.

He said the Cabinet decision was "absolutely unanimous," and named six ministers who supported him most strongly on the need for "regional diversity" in federal programs — Ed Lumley (Minister of State for Trade), Lloyd Axworthy (Employment and Immigration), Senator H.A. Olson (Economic Development), Allan MacEachen (Finance), Romeo LeBlanc (Fisheries) and William Rompkey (National Revenue).

"I told the Cabinet that insensitive, homogeneous policies applied uniformly across this nation are unacceptable."

He added that the Cabinet decision

followed a survey conducted in Quebec which showed that 95 per cent of respondents knew that DREE makes development grants to industry, but only 15 per cent knew that 80 per cent of the department's budget goes in grants to provinces to finance joint federal-provincial development programs administered provincially.

Mr. De Bane said he would be surprised if 10 per cent of Canadians are aware that DREE grants to businesses account for only 20 per cent of the department's total budget, the rest going to the provinces. "Little wonder that people say, 'Ottawa looks after the whole country, but for our own

specific needs we look to the provincial Government.'"

From now on, all this will change, Mr. De Bane said. "The federal Government, too, must look after the specific needs of the people in each province." The provincial governments can develop the programs they want, fitting them around the federal Government's programs.

"You will see this philosophy more and more," he said, citing six examples of the policy already being implemented — including the decision not to sign the joint agreement for the

Programs must fit Ottawa's, minister insists

● From Page One

Manitoba Northlands development. The other examples:

● Two weeks ago Mr. De Bane signed an agreement for a program to develop fisheries in Nova Scotia. Instead of Ottawa supplying the funds and the province administering the program as in the past, the program was divided into 12 components. The province will pay for four components and deliver the services; the federal Government will pay for eight components and deliver the services itself.

● The \$90-million Winnipeg Core project, the largest downtown urban redevelopment project undertaken by his department anywhere in Canada, was divided equally among the federal, provincial and municipal governments, and each government will pay its share and deliver its services.

● A home insulation program for the Maritimes, announced recently by Energy Minister Marc Lalonde, gives homeowners more than the amount given elsewhere "because energy costs more there than in other parts of Canada," Mr. De Bane said. In the past, the federal Government would have had one program with grants that were uniform everywhere.

● Last month, DREE set up its own \$250-million, five-year project to retrain workers in the textile industry in Montreal, Toronto and Winnipeg to do

other jobs. The three provincial governments were not asked to take part in the program, which will also finance textile industries that modernize their operations.

● The new Industrial Labor Adjustment Program announced six months ago will retrain automobile workers in Windsor, Ont., shipbuilding workers in Sorel, Que., and miners and steelworkers in Sydney, N.S., for other jobs. In all three cases, the provinces were not asked to take part.

"Up till now the federal Government discharged its responsibility by giving money to the provinces," Mr. De Bane said. "That will no longer suffice."

It was acceptable 10 years ago for Ottawa to develop national policies and for the provinces to develop their own provincial policies because the provinces had "little strength," he said. Today the provinces are more mature and have more power.

"National programs applied across the country from Newfoundland to British Columbia — leaving the provinces to develop tailor-made programs for their own people — have been disastrous," he said. "They have created balkanizations and trade barriers that are worse than the Common Market."

As examples he cited the province-first purchasing policies of the Ontario and Quebec governments, the Quebec decision to give Quebecers priority on construction sites, and the Newfoundland decision to give Newfoundlanders job priority on offshore drilling rigs.

"The population believes that the federal Government deals only with the great issues of the day: defence, external affairs, the Post Office, et cetera," he said. But "it is no longer

enough for the federal Government to develop national policies for the provinces to administer. . . . If the federal Government is to remain relevant, it will have to design specific programs."

Mr. De Bane said he doesn't care if this isn't what the Fathers of Confederation had in mind.

"I wasn't around then," he said with a laugh.

ATTACHMENT 7

SATO CONFERENCE
JUNE 22 - 24, 1981

CMPT PLANNING/NEGOTIATING STRATEGIES

We should determine a plan of growth. Where should we be in five years? Prepare position paper to be presented to the Minister via the Committee of Presidents.

1. What part of the population should we be training? Everyone? A few, but to a high degree of specialization?
2. Training requirements should be based upon the needs of the community. Sample the community. What are its needs? What areas can use our training skills?
3. Co-operate with industry. Share training. Use their facilities where economical. Make College facilities available to them.
4. Pool inter-college resources. Co-ordinate programs.
5. Check finances; apprenticeship funds are taken "off the top".
6. Use an economist to analyse future needs of regions.

Problems to be solved:

1. Our own College does not know what we are doing.
2. There are a lot of misconceptions between SATO, Provincial people, and Federal people. Many of the problem areas could be improved or solved if lines of communication were improved and used.

This means more frequent meetings.

3. The needs of industry/commerce are not being met.
4. We are not clear in our own minds what part of society we want to help and what we want to do for them.
5. The negotiating/seal purchasing system--what should it be? The members have to be educated and informed before the meetings take place. How is this to be done? Who is to do it? The meetings have to be controlled, i.e. an agenda has to be drawn up and followed.
6. Because money is short, current budget information must be made available to all concerned with planning..
7. Should expensive programs be co-ordinated by region? Should industrial facilities already in place be used by the Colleges, and vice versa?

FIXED ASSETS
PURCHASED FROM
OPERATING FUNDS

O C I S - M Y P A S Y S T E M
MULTI-YEAR REPORTS

FIXED ASSETS

CODE NO. 277
11/01/77

COLLEGES	1976/77	RANK	1977/78	RANK	1978/79	RANK	1979/80	RANK
ALL COLLEGES								
ALGONQUIN	1130000	5	1043000	12	722000	15	976000	14
CAMBRIAN	913000	6	565000	17	2665000	1	1415000	10
CANADORE	324000	19	420000	19	768000	14	1028000	13
CENTENNIAL	672000	11	2898000	1	1745000	3	665000	16
CONESTOGA	359000	16	670000	15	707000	17	1613000	7
CONFEDERATION	1245000	4	1290000	8	1266000	5	1236000	11
DURHAM	573439	13	971000	13	413000	21	1700000	5
FANSHAWE	348000	18	533000	18	719000	16	1030000	12
GEORGE BROWN	648000	12	2483000	2	817000	12	2102000	3
GEORGIAN	146000	22	178000	20	208000	22	387000	20
HUMBER	1712000	2	1734000	4	1632000	4	1641000	6
LAMBTON	829000	7	877000	14	828000	11	537000	18
LOYALIST	524000	15	949	22	792000	13	241000	21
MOHAWK	733721	8	1269000	9	1016000	8	1583000	8
NIAGARA	547000	14	1397000	6	1869000	2	1720000	4
NORTHERN (TOTAL)	236000	21	1170000	10	468000	20	215000	22
ST. CLAIR	292000	20	151000	21	527000	19	516000	19
ST. LAWRENCE (TOTAL)	1491000	3	1056000	11	699000	18	841000	15
SAULT	350000	17	643000	16	978000	9	2685000	2
SENECA	1972000	1	2243000	3	1101000	7	3639000	1
SHERIDAN	706000	9	1314000	7	1245000	6	1578000	9
SIR SANDFORD FLEMING	688448	10	1527000	5	904000	10	572000	17
REPORT SUMMARY								
TOTAL	16439608		24432949		22089000		27920000	
AVERAGE	747255		1110589		1004045		1269091	
MEDIAN	660000		1049500		822500		1133000	

HUMAN RESOURCE ISSUES

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THE COLLECTIVE BARGAINING MODEL

1. Background: an extract from ACAATO Bulletin #1-81-1, hereto attached as Appendix I.
2. Summary of Collective Bargaining experience within the college system:

Support Staff

Nov. 26, 1970 - March 31, 1972	Settled by negotiation Nov. 26, 1970 Extended until new contract Nov. 3, 1972
Dec. 1, 1972 - March 31, 1974	Settled by arbitration June 1973 (Judge J. C. Anderson)
April 1, 1974 - March 31, 1976	Settled by negotiations October 22, 1974
April 1, 1976 - March 31, 1977	Settled by negotiations October 13, 1976
April 1, 1977 - August 31, 1978	Settled by negotiations October 6, 1977
Sept. 1, 1978 - August 31, 1979	Settled by strike action January 1979, agreement to be signed on March 9, 1979, subsequently signed April 26, 1979
Sept. 1, 1979 August 31, 1981	Settled by negotiation Nov. 5, 1979

Academic

Sept. 1, 1971 - August 31, 1973	Settled by arbitration April 28, 1972 (Judge J. C. Anderson)
Sept. 1, 1973 - August 31, 1975	Settled by arbitration April 28, 1972 (Judge W. Z. Estey)
Sept. 1, 1975 - August 31, 1976	Settled by negotiations September 17, 1975
Sept. 1, 1976 August 31, 1977	Settled by negotiations February 15, 1977

THE COLLECTIVE BARGAINING MODEL

2. Academic (cont'd)

Sept. 1, 1977 - August 1, 1979	Settled by negotiations October 13, 1978
Sept. 1, 1979 - August 31, 1981	Settled by negotiations May 1, 1980 with a re-opener clause on: - salary rates Sept. 1, 1980. - hourly rates for partial load - progression for certified journeymen Reopener clause settled by arbitration May 27, 1981 (Kevin M. Burkett)

In ten years of Collective Bargaining with two bargaining units, we have reached negotiated settlements nine times; we have had four arbitrated settlements; we have had one strike of two weeks duration.

3. The summary would, at least on the surface, indicate a reasonably adequate union-management relationship. The model in effect appears to work.
4. Behind these clear statistics: a process of learning and maturing. Collective Bargaining does not spring into being with capabilities ready made for dealing with the most complex of emotion laden issues.

Much effort, a great deal of time, and many, many frustrations stand behind the statistics, and this on the management side, where we have been fortunate to have very well qualified, experienced spokesmen for guidance. The union side has not been so fortunate.

5. These statistics also reflect the colleges during a period of rapid growth and relative financial comfort.

What was adequate under those circumstances may not be reasonably extrapolated into the future.

6. Major elements which now impinge with greater force than ever on the process and under which the model must sustain are:
 - (a) the constrained financial state of affairs internally and a rather chaotic economic condition externally.
 - (b) the increasing need of colleges for flexibility in staffing.
 - (c) the greater faculty and staff insecurity resulting from accelerating change in academic programming, which in turn will reflect both financial constraint and the somewhat transitional market for college graduates.

THE COLLECTIVE BARGAINING MODEL

7. Can a model for system-wide collective bargaining which, under fire tends to rigidify as the bargaining unit members seek economic protection and security, accommodate the future needs demanding flexibility, initiative and enterprise?

8. Problems experienced under current model:

(a) Local issues vs provincial issues

- (i) Local issues bog down the bargaining process and cause a distortion in the results. Issues which, under most circumstances, and in most colleges, are settled locally, become sore points in particular colleges. The Union, unable to resolve them to their satisfaction any other way, raise them at provincial collective bargaining. The agreement becomes encumbered, the negotiation process frustrating.
- (ii) As the subject matter of the collective agreement broadens, there develops among the colleges a sense of loss of autonomy and flexibility. The feeling prevails that unique needs of individual colleges are always subordinate to the needs of the system, and as such, do not get sufficient consideration.

(b) Lack of ownership

In spite of the makeup of the negotiating team with members drawn from the colleges, in spite of attempts to solicit input into the process, there exists some evidence that collective bargaining is thought to be something that is being done to the colleges by someone else. The someone is most frequently identified as "the Ministry". However they are identified, it appears that the distance that exists between the various colleges and the Ministry and Council of Regents has a psychological element as well as the elements of time and space.

(c) Inadequate or untimely information: what's happening out there?

The college system and the collective bargaining process has suffered from this very basic inadequacy from the outset. Dr. Jeffrey Gandz, in his Fact Finder's report released on August 26, 1981, provides a very comprehensive view of the difficulties encountered in Collective Bargaining in the colleges. He makes very pointed reference to the inadequacies of a sound data base for negotiations. An extract from his report is attached as Appendix II. The initial information system, Connect

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THE COLLECTIVE BARGAINING MODEL

8. Problems experienced under current model:

(c) Inadequate or untimely information: what's happening out there? (cont'd)

Campus or Campus VIII or whatever else it was called, was ambitious to the extreme in intent; it failed to deliver valid, reliable human resource data. Perhaps the college system failed in not providing valid, reliable and timely input. Its successor, O.C.I.S., a much less ambitious, more manageable system, still has not removed the need for a multitude of emergency surveys. Basic statistical information is not available when it is needed in the format needed for collective bargaining.

More subjective in nature, but none-the-less important, is the lack of systematic feedback on problems relating to a variety of areas such as: employee relations, union activities in the colleges, employee attitudes, reactions to various aspects of union and management positions taken.

(d) Inaccurate and unreliable information

The continuous assaults on the system for varied kinds of Collective Bargaining information, particularly with extremely short turn around time, encourages "off the top of the head" responses, guesses in the worst cases. The format in which the information is required varies from time to time so that internal systems set up for data collection continually prove to be inadequate. Individuals supplying data to a central college collection point become frustrated by repetition and their co-operation wanes. A more positive system, which requests complete information infrequently and at regular intervals, which is seen by all involved as being meaningful and useful, is essential.

9. Alternative Models

(a) Single Employer

A single employer model could be made to work: collective bargaining would be much simplified as a result of a higher degree of uniformity. Information would flow as a result of directives, many of the current problems would be resolved.

More problems would be created, however, mostly in areas other than collective bargaining.

Amongst the many disadvantages of such a basic change would be the likely development of a large, expensive central bureaucracy. More importantly, it would be accompanied by reactive management, loss of flexibility and initiative.

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THE COLLECTIVE BARGAINING MODEL

9. Alternative Models

(b) Co-operative Approach

Basically a European strategy for effective labour relations: union participation in the management affairs of the organization.

The concept has produced positive results under some circumstances: with participation comes full disclosure, and ultimately trust and recognition of reality on the part of participants.

The co-operative approach is not yet part of the North American culture and tradition; its inroads have been slow. Its implementation within the college system would in itself be a major cause of problems and at best would be a very long term experiment.

In its own way, the current system does accommodate the fact of organized labour: formal representation is present on the Council of Regents and on Boards of Governors.

(c) Split Bargaining Model

This approach recognizes there are some features of collective bargaining which are best dealt with on a local basis, and some on a provincial basis.

It has the potential of great flexibility, with a wide variety of options. Many of the local problems of involvement, attitude and ownership could be resolved.

It is attended also by some very real difficulties: a powerful inclination of the union toward centralized power and control; the probabilities of "whip-saw" from one employer to the other; developing skilled and competent negotiators in each of the twenty-two jurisdictions; determining what is and what is not local or provincial in nature.

10. The Current Model: Central Collective Bargaining for multiple employers

The problems identified are very real: they have been experienced in various degrees since collective bargaining commenced. They are not insurmountable, however, and it is worth bearing in mind the statistics at the outset of this paper: the system is working adequately.

THE COLLECTIVE BARGAINING MODEL

10. The Current Model: Central Collective Bargaining for multiple employers (cont'd)

The Council of Regents has established a Collective Bargaining Steering Committee. The problems identified above were, to a large degree, the motivating factors in its establishment. After examining the very limited range of practical alternatives, the real challenge to the colleges may well be to take appropriate action, through present mechanisms or new ones, to resolve the problems and improve the current system.

THE COLLECTIVE AGREEMENT

A CONTRACT ADMINISTRATION FROM A SYSTEM PERSPECTIVE

1. The Problem:

- (a) Negotiating the agreement and administering it are extricably bound: the manner in which it is administered frequently influences or determines issues for subsequent collective bargaining.
- (b) Administration of the College's two labour agreements reflects both the facts that the colleges are part of a single provincial system and that they are relatively autonomous employers. There exists a degree of uniformity on some issues and in some responses, and there exists wide ranging variation on others.
- (c) Against this background, there is mounting evidence that the Ontario Public Service Employers Union, O.P.S.E.U., is becoming more highly centralized.
- (d) The differences in contract administration, like so many other aspects of the colleges, reflects their individuality. Each is somewhat unique and has local opportunities. The ability to respond quickly to these opportunities is the hallmark of their success. Each college has developed its own organization and staffing model to reflect its perspective; in terms of contract administration, it is significant that the role and status of the college personnel function varies greatly from college to college.
- (e) In fairness, the contracts do contemplate local variation. Article 4.02 of the Academic Agreement, Instructional Assignment, specifically speaks to unique characteristics of each college, and the wording of the article is deliberately flexible. The Instructional Assignment article also allows for individual workload agreements which may deviate from contractual maximums.
- (f) Consideration for appropriate local variation notwithstanding, there exists a considerable body of opinion that the degree of inconsistency in contract administration is excessive and problematic. With a high degree of awareness of college practices in the OPSEU head office, inconsistencies lead to more grievances that are harder to win. The inconsistencies also provide a union platform at Collective Bargaining.

THE COLLECTIVE AGREEMENT

A CONTRACT ADMINISTRATION FROM A SYSTEM PERSPECTIVE

1. The Problem: (cont'd)

- (g) In some quarters, college autonomy is the issue - the right to interpret the contract and act expeditiously on one's best judgment. While this right is unquestioned, the needs of the system also should be taken into account.

2. A Solution:

Full discussion and seeking input before a major labour relations decision are made does not emasculate a college or encroach upon its autonomy, and can result in more consistent and effective system-wide contract administration.

There is probably a greater danger of losing autonomy through continued inconsistent and ill-advised administrative practice than through consultation with central resources.

The resources for such consultation are available, primarily through:

- The Staff Affairs Branch, Ministry of Colleges and Universities
- The Provincial Staff Affairs Committee, a Sub-committee of the Committee of Presidents
- College Personnel Departments
- Peer group organizations or committees
- Specialized faculty expertise.

The willingness to seek advice and the confidence in the advice obtained may be the real challenge to more effective functioning as a system.

Operational audits of personnel practices may provide the necessary comparative data to provide a base for good personnel decision making. Audits done by a central body, for use primarily by individual colleges and not for central control purposes, would decrease the extent to which colleges manage in a vacuum. It could stimulate inquiry and discussion which would lead to greater effectiveness in contract administration.

THE COLLECTIVE AGREEMENT

A CONTRACT ADMINISTRATION FROM A SYSTEM PERSPECTIVE

3. Standards:

There is increasing evidence that College Managers rely upon the contract to determine management practice. Such a view can lead to rigid and inappropriate decision making and most certainly will lead to poor labour relations. The contract reflects a minimum acceptable standard in most areas, and does not necessarily dictate good management practice. The articles of the contract must be read along with:

- generous portions of common sense
- knowledge of community norms
- personnel practices consistent with an academic environment
- consistency between practice and what we teach in our programs and courses.

B THE AGREEMENT AND FACULTY RELATIONSHIPS

1. The issue of Unionism vs. Professionalism received much publicity in the past decade, and the debate continues.

Within the Ontario college system, collective bargaining has been preoccupied with working conditions and other terms of employment within which teachers practice their profession. Purely "professional" issues have not yet been squarely faced.

2. The specific relationships which evolve within the system and within each college are a function of a number of factors:

- (a) the state of labour relations within the organization; this includes such things as the nature and frequency of management - union communications; openness of communications generally; degree of participation in decision making processes.
- (b) degree of credibility of leadership, both union and management.
- (c) the identification of employees primarily with one side or the other (inter-faculty strain?).
- (d) state of current provincial negotiations, noting that when bargaining is in the difficult stages of an impasse, messages to respective principals often become exaggerated for effect.

THE COLLECTIVE AGREEMENT

B THE AGREEMENT AND FACULTY RELATIONSHIPS

2. (e) the economic condition of the institution; employee security is a prime factor in any work relationship; the greater the degree of insecurity the more strained the relationship.
- (f) the objectives, attitude or posture of Union Head Office.
3. Faculty motivation and teaching effectiveness are strongly influenced by the nature of the relationships which exist: routes to effective employee relations invariably identify the need for sound management practice complete with effective communication systems.

The extent to which redundancy problems persist and grow in the coming years, and the manner in which these are handled, on a college basis and on a system basis, will be a major factor in faculty relationships.

HUMAN RESOURCE RENEWAL

I CURRENT COUNCIL OF REGENTS' POLICY AND GUIDELINES ON
STAFF DEVELOPMENT

Copies of the Council of Regents policy and guidelines are hereto attached as Appendix II. A review of them reveals that they are comprehensive: the assessment of the needs, as of 1978, were accurate, the distribution of responsibility was realistic, the guidelines helpful.

A number of questions may be legitimately raised at this juncture:

1. Are the broad conditions contemplated by the Council of Regents in their policy and guidelines in 1978, significantly altered in 1981? If so, what are the differences and what are the implications?
2. The Council issued a policy, and as a control mechanism, directed that staff development activities and achievements be reported annually in the College's multi-year plans.

Has this mechanism worked? Are there discrepancies between the annual report and the reality? How effective are the development activities that have been undertaken?

3. Employee Performance Evaluation is a key element in any effective system of professional development. Certainly the Council guidelines emphasize this point.

The TPF&C Report indicates that for administrative staff at least, evaluation is being inadequately done across the system. They call for the development and implementation of a comprehensive, province-wide performance evaluation system for college managers.

What would a similar audit of support staff and faculty performance evaluation practices reveal?

How competent are our managers in the very difficult, potentially emotion laden task of performance evaluation interviewing?

4. There are no single answers to any of the above questions. As with all aspects of college activities, the individual college response will reflect the basic philosophy, organization, the specific priorities, management style, level of funding of the particular college.

HUMAN RESOURCE RENEWAL

II HUMAN RESOURCE RENEWAL - AN INVESTMENT IN THE FUTURE

Traditionally, in times of financial strain, organizations will eliminate the "nice to haves" before cutting into essentials; in other words, trim the fat.

Some colleges are currently undergoing rather severe financial readjustments and the question of how essential investment in Human Resource Renewal is at this time is being answered.

The pressure to realize short term savings is great; however, it has been amply demonstrated that in a labour intensive organization, failure to provide programs and insist on human resource development is counter productive in the long term. The present funding is not likely to be a short term occurrence; it is a state of affairs that will have to be accepted. The appropriate place of human resource renewal programs and investments will have to be considered in that light.

III STAFF REDUNDANCIES

- (a) An aspect of the very real successes of the college system has been its ability to move quickly to meet emerging client needs. During an extended period of growth, the system has largely retained its current programs and continued to add new ones. Even where programs have been discontinued, the general growth of the colleges has easily enabled the accommodation of redundant faculty and staff.
- (b) As the rate of growth slows down, as the nature of the client groups change, such accommodation of redundant employees will not be easy.
- (c) The mix of programming will change; of this we are certain. Does it occur quickly, accompanied by significant personal dislocation of faculty? Will we be hiring for new areas while laying off in others?
- (d) How much lead time can we reasonably expect in order to accommodate changes in programming? Time enough to enter into meaningful faculty retraining programs? Can an effective planning process help to minimize the human dislocation?

HUMAN RESOURCE RENEWAL

III STAFF REDUNDANCIES (cont'd)

- (e) Pressures in collective bargaining to provide security of tenure will become stronger, more vociferous. These pressures will manifest themselves in a wide range of employee demands, including such things as:
- lay off exclusively by seniority
 - system-wide bumping rights
 - outplacement rights
 - increased severance gratuities
 - limitations in contracting out educational and support services activities
 - elimination of part-time and sessional employment.

All these items, understandable as they might be, lead to greater rigidity in the system, precisely when, for its very survival, it must react quickly and flexibly to meet emerging needs.

- (f) Whether the colleges elect to manage this problem through one technique or the other or whether, as is more likely, a mix of techniques, each according to the specific circumstances, one consideration is paramount: we must be practical.

There is moral element. This is 1981; throwing long service faculty onto the street at the same time as hiring new faculty is less than fully acceptable.

There is a political element. Within a public supported organization, significant pressures can be brought to bear.

- (g) If the colleges do not initiate the programs which will ensure redundancies are managed with sensitivity to the needs of our employees, we may lose the opportunity to direct the course of events.

IV MANAGERIAL EFFECTIVENESS

Two important aspects inherent in our current situation cause the challenge of management within the colleges to reach new levels: the maturing of the college system and the financial constraint under which it operates.

As colleges mature and traditional growth areas slow down, employee aspirations become frustrated: avenues of

HUMAN RESOURCE RENEWAL

IV MANAGERIAL EFFECTIVENESS (cont'd)

advancement seem to dissipate. More of our employees rest against the maximums of their salary ranges, the general economic climate encouraging them to remain in the colleges but within it, nowhere to go.

Financial constraint demands of managers that they be innovative, creative, ever more efficient in the delivery of educational and support services. One result is a perception by employees that they are being squeezed, that they are giving more for less and not going anywhere. Pressure for various sorts of recognition becomes almost insurmountable; we see creeping Hay evaluations, support staff classification creep, increases in numbers of academic co-ordinators (largely doing the job designed for teaching masters).

The need for management to produce effectively in such an environment has never been greater; the need for development action to ensure such effectiveness in our managers is likewise great.

Colleges of Applied
Arts and Technology
of Ontario

Introduction

The Colleges of Applied Arts and Technology in Ontario carry out a myriad of activities, all oriented to providing vocational, technological, general and recreational education. Typically, most colleges offer a wide variety of full and part-time day and evening courses. To fulfill these responsibilities, each college employs a number of people engaged in a variety of occupations. The term "staff relations" will be used in these notes to describe the conditions which serve to regularized the process surrounding employer-employee relations in the colleges.

The Statutory Background

Regulation 169, Section 6 (1), under the Department of Education Act states that:

"A board of governors shall appoint,

- (a) a director of the college;
- (b) a principal for each division of the college;
and
- (c) a registrar and a bursar and such other administrative, teaching and non-teaching personnel as are necessary

at the salary and wage rates and according to the terms and conditions established by the Council of Regents and approved by the Minister".

The Colleges Collective Bargaining Act, 1975 (Bill 108) further refined this statutory framework. Bill 108 legislated a process by which two groups of employees - academic and support staff - could negotiate wages and other terms and conditions of employment with the employer. The academic and support staff units are independent of each other and are defined in schedules appended to Bill 108. Employees not covered under schedules 1 (academic staff) and 2 (support staff) to Bill 108 are excluded from collective bargaining.

Collective Bargaining in the College System

In a collective bargaining system, employee and employer groups are represented for negotiating purposes by a bargaining agent. In the colleges, the Academic and Support Staff units are each represented by the Ontario Public Service Employees' Union (OPSEU) which

has the authority to bargain on their behalf with the objective of producing two separate collective agreements. The employer, for collective bargaining purposes with these two groups, is the Council of Regents. Council bargains on behalf of all colleges in the system. The Provincial Academic and Support Staff collective agreements which are negotiated between Council and the OPSEU are binding on all colleges.

The process of collective bargaining entails both the legislated process and time-lines contained in Bill 108, and the internal process by which each party organizes and carries out its mandate.

(a) The Legislative Process

Bill 108 requires the giving of notice to bargain in January for a collective bargaining system agreement term of September 1 - August 31. The length of agreement may vary (e.g. 1 year; 2 years) but the September - August term is fixed by legislation.

The parties bargain directly, under the aegis of the College Relations Commission. This provincial commission has responsibility for overseeing the operation of Bill 108. Direct bargaining may take place with or without the assistance of a mediator. A mediator is a third party designated to assist the negotiating parties, whose presence may be requested by the parties or who may be appointed by the Commission.

If no collective agreement is reached by September 1, the College Relations Commission must appoint "Forthwith" a Fact Finder to inquire into the items in dispute, and to make a report within thirty days of appointment. The Fact Finder's report may include any matter that the Fact Finder considers relevant to the determination of an agreement and may recommend the terms of settlement. The report is given to the parties for their assistance. If the parties do not reach agreement within 15-20 days of its receipt, the report is made public.

The collective bargaining process legislated under Bill 108 grants the employee the right to strike, and the employer the right to lockout, if a collective agreement cannot be mutually negotiated. The earliest date for a legal strike is 15 days after the Fact Finder's report is published (subsequent to a vote rejecting the Council's offer

and a vote to strike). The earliest date for a legal lockout is 30 days after the College Relations Commission has given the Fact Finder's report to the parties. As an alternative to the strike or lockout, or at any time after a strike or lockout commences, the parties may also mutually agree to send an unresolved contract dispute to a third party for binding resolution, through arbitration or final offer selection. The conditions for these alternatives are also specified in Bill 108.

(b) The Internal Process

Although collective bargaining with Academic and Support Staff takes place according to rules established by Bill 108, it is by no means a mechanistic "game". The elements of ritual, bluff and bravado serve to resolve often serious differences between employer and union interests. This is the adversarial nature of bargaining.

Accordingly, employer preparation for bargaining is crucial. The internal preparation and decision-making process is important in the college system because of the two levels, with Council of Regents being responsible for bargaining and the colleges being responsible for the day to day work environment and management responsibilities.

Council of Regents has recently established a Collective Bargaining Steering Committee to coordinate bargaining. Membership on this committee is comprised of a senior representative from each college, and the members of the Staff Affairs Committee of the Council of Regents. The role of this committee is to recommend to Council, the members of the bargaining team, and to advise the bargaining committee when appropriate. As well, the committee has a role in advising on any grievance issues arising out of post-negotiation contract administration which may have college-wide implications. In essence, the Steering Committee will serve as the link between senior administration in all colleges, the Council of Regents, and the Ministry of Colleges and Universities. All of these actors have an interest in the collective bargaining process and its outcome.

Contract Administration

The collective bargaining process fashions collective agreements for Support and Academic Staff. These agreements are binding on the employees affected and the colleges. A Key element in all collective bargaining legislation in Ontario, of which The Colleges Collective Bargaining Act, 1975 is only one aspect, is the existence of a process called grievance-arbitration to resolve any disputes over contract terms which may arise during the life of a collective agreement. Arbitration, or third party resolution of disputes in contract administration, differs from the possible arbitration of unresolved contract negotiations. Grievance arbitration, usually called "rights arbitration", provides for the adjudication of disputes over contract terms, and dismissal of permanent employees, if these disputes cannot be resolved between the colleges and the OPSEU local. The unique characteristic of this process in the college system is that the college is considered to be the employer, free to resolve, with its OPSEU local, grievances pre-arbitration.

There are, however, certain grievances that relate to matters that could impact and the administrative procedures of several or all of the colleges. These particular cases are handled jointly by the college most directly concerned, and the College Affairs Branch of the Ministry. For grievances that are primarily of local significance, Ministry Officials act as the registrar on behalf of the Council of Regents and OPSEU by scheduling hearings and, subsequent to the award being rendered, by publishing it for the information of all colleges administrators.

File # CRC-Academic
Staff
Form 2

THE COLLEGES COLLECTIVE BARGAINING ACT, 1975

NOTICE OF REPORT OF A FACT FINDER

Re: THE ONTARIO COUNCIL OF REGENTS FOR COLLEGES OF APPLIED ARTS AND
TECHNOLOGY

— and —

THE ACADEMIC STAFF REPRESENTED BY THE ONTARIO PUBLIC SERVICE
EMPLOYEES UNION

Take notice that Dr. Jeffrey Gandz
of London, Ontario
has submitted the attached report to the College Relations Commission. The date of
release to the parties is deemed to be the 10th day of AUGUST 1981.

And further take notice that the report is not binding on the parties but is made for the
guidance and advice of the parties and upon receipt of the report the parties shall endeavour
in good faith to make an agreement or to renew the agreement as the case may be.

And further take notice that unless an agreement is made or renewed, the parties shall make
public this report on the 26th day of AUGUST 1981, and that where
both parties agree and the Commission approves, they may defer making public the report
to a day not later than the 1st day of SEPTEMBER 1981. In the event
that neither party makes public the report on the appointed day, the Commission shall
forthwith make public the report.

THIS REPORT SHALL NOT BE MADE PUBLIC BY THE COMMISSION, EITHER
OF THE PARTIES OR BY ANY PERSON UNTIL THE DATE OF PUBLICATION
SET OUT ABOVE.

UNAUTHORIZED PUBLICATION OF THIS REPORT IS IN CONTRAVENTION OF
THE ACT.

DATED at TORONTO this 10th day of AUGUST 1981.

To: 1. Mr. Angelo Pesce, Manager, _____
Student/Staff Relations, Council
of Regents for Colleges of Applied
Arts & Technology, 10th Floor,
Mowat Block, Queen's Park, Toronto
Ont. M7A 1L2 (416) 965-6641
2. Mr. Grant Bruce, Negotiator,
Ontario Public Service Employees
College Relations Commission,
111 Avenue Road, Suite 400,
Toronto, Ontario. M5R 3J8

Signature

G. R. Allan

Chief Executive Officer

On July 8, 1981 I was appointed as fact finder in a dispute between the Ontario Council of Regents of the Colleges of Applied Arts and Technology (hereinafter referred to as "the Council") and the Academic Staff represented by the Ontario Public Service Employees Union (hereinafter referred to as "the Union"). This appointment was made pursuant to Part III of The Colleges Collective Bargaining Act 1975 ("the Act").

I met with the parties, in joint and separate sessions, on July 17, 22, and 23 in Toronto at which meetings the issues originally in dispute, the issues resolved in negotiations to date, those issues unresolved to date, and the parties' positions with respect to the unresolved issues, were identified. This report is based on data presented at the meetings by the parties or referred to by them during discussions. It is augmented with data that may be of use to the Council, the Union, or subsequently appointed third parties in the continued negotiations.

Background

The Act envisages fact finding as taking place when the parties have reached an impasse in bilateral negotiations. The fact finder is supposed to help clarify the issues in dispute and the parties' positions with respect to those issues. He/she may make such recommendations as may facilitate the bargaining process, whether these are substantive or procedural in nature. Fact finding ensures that the public's "right to know" about the issues in public sector disputes is satisfied, should negotiations break down and a strike or lockout result.

This particular set of negotiations between the Council and the Union has not reached an impasse. While there are major differences between the parties with respect to a number of critical issues, negotiations are ongoing. In May, 1981 the Union tabled 51 proposals for additions, deletions, or changes to the 1979/81 collective agreement (as modified by the arbitration award on the re-opener included in that agreement); the Council had 13 proposals. In 16 days of negotiations up to July 17, many of these proposals had been resolved through acceptance, compromise, or withdrawal (Appendix I). During the fact finding process itself, several other proposals were resolved and the parties tabled new positions with respect to some others (Appendix 2). The parties have scheduled 10 days for negotiations in the months of July and August. In short, negotiations for a new agreement continue.

Why, then, is fact finding taking place? The answer lies in a change in the traditional manner in which the Union has approached this set of negotiations. Claiming frustration in its inability to achieve a number of long-standing objectives in successive contract negotiations and arbitration awards, the Union has decided to establish a bargaining schedule that forces the Council to bargain against the backdrop of a strike threat. In a press release issued on May 6, 1981 the Union established a schedule calling for attempts to negotiate an agreement in good faith, fact finding, mediation, a vote on the Council's last offer, a strike vote, and a strike itself on October 13, 1981. The Union clearly believes that its chances of wresting major concessions from the Council will be enhanced by this strategy.

The application for fact finding was made by the Union in accordance with this timetable, despite the fact that very limited neg-

otiations had taken place up to the date of the application and that many items were being resolved during the meetings that were taking place. The Council acquiesced in the Union's application and, under such circumstances, the College Relations Commission had little alternative but to make the appointment.

Since a strike is threatened, and may well materialize if the distance between the parties on most major issues cannot be narrowed, there is value to considering the reasons for the Union's frustration. The first agreement between the Council and the Union (actually a predecessor union, the Civil Service Association of Ontario) took over two years to negotiate and the resulting memorandum of agreement left many issues of concern to the Union unresolved. The second agreement resulted from a landmark arbitration award by the Honourable Mr. Justice W.Z. Estey which followed another two years of negotiations. Indeed, this award was issued on March 17, 1975 and only covered the period to August 31, 1975. An agreement covering the period September 1, 1975 to August 31, 1976 was promptly agreed to by the parties, and this remains the last agreement that has been arrived at without prolonged negotiations. The 1976/7 agreement was signed on Feb. 17, 1977. An agreement for 1977/8 was not signed until October 13, 1980. The last agreement, covering the period September 1, 1979 to August 31, 1981 was not signed until May, 1980 and the salary reopener had to be arbitrated. This arbitration award was not issued until the end of May, 1981 and the arbitrator still has to rule on one issue that he referred back to the parties but on which they were unable to agree.

Putting it quite bluntly, the parties in this relationship have not succeeded in establishing a constructive bargaining relationship

which concludes a collective agreement within a reasonable time after the expiry of the preceeding agreement. They have been locked in what amounts to one continuous round of negotiations from the very outset of their relationship, punctuated only by the occasional respite of an agreement or arbitration award. The same issues resurface constantly, and as I read previous fact finders' reports there was an overwhelming feeling of deja vu.

There are a number of factors which contribute to the complexity of College/Academic Staff negotiations. Many of these have been identified in the arbitration awards of Estey (1975) and Birkett (1981) and in the fact finding reports of Swan (1976), Downie (1977, 1979), and O'Neil (1980).

- * The College system in Ontario consists of 22 highly diverse institutions, each with its own history and legacy of established practices, varying in size from an enrollment of about 6500 students (full- and part-time) to over 27,000 students. Some are single-campus institutions, others have as many as 14 campuses scattered over a wide geographical area. They have different organizational structures and reporting relationships between people may differ from college to college.
- * The Colleges offer many different types of programs including manpower retraining; post-secondary training in areas such as business studies, communications, and health care; apprentice and pre-apprentice programs; adult continuing education; and community interest courses. One college, for example, offers courses in Life Skills, Stationary Engineering, Bartending,

Basic Electronics, Typing, Computing Science, Nursing, Marketing, Plumbing, and so on. Mr. Justice Estey, in his 1975 arbitration award, quite accurately described the courses offered in the College system as "...a heterogeneous miscellany which lends itself to no organization..." .

- * This wide diversity makes it a daunting task to do what appears, on the surface, to be simple. How, for example, can one compare the workloads of a teaching master in basic mathematics with someone teaching clinical nursing, with someone teaching plumbing, or with someone teaching English as a second language? The tasks vary in class sizes, the amount of preparation required for classes, the amount of required contact with students outside classes, and many other variables. It can be done. But it will require substantial joint participation of both administration and academic staff to come up with a sufficient number of job classifications that reasonably discriminate between groups and allow for equitable workloads to be established.
- * Given this great complexity and diversity in the College system, the parties have an utterly inappropriate structure for collective bargaining. The College system was established in a way which ensured a decentralized structure so that the Colleges could be maximally responsive to local community requirements. Yet the Colleges Collective Bargaining Act mandates centralized negotiations with one single Union negotiating one agreement with a Council of Regents representing all 22 Colleges. As Professor Downie noted, in his 1977 fact

finding report, "Uniform solutions, therefore, are being sought in a system marked by tremendous variety in terms of experiences and practices." Sitting, listening to the parties discuss many of the issues in dispute in this set of negotiations it was apparent that a number of the Union's concerns stemmed from local practices at one or two colleges that they were trying to alter by negotiating amendments to the basic agreement because they were unable to resolve them at the local level.

- * The planning horizons for the Colleges are very short. Abrupt changes in government policies, both federal and provincial, with respect to manpower training programs and the unwillingness of the provincial government to make firm, long term commitments with respect to funding of post-secondary education forces the Colleges to limp along with a series of short-term expedient decisions. Under such circumstances there are going to be many decisions made about the use of partial-load or sessional employees, about the discontinuation or proliferation of courses, about the amalgamation or replacement of programs. Because of the short planning horizons, many of these decisions will be made with less than adequate consultation or negotiation and will, therefore, be perceived as threatening the job security of Union members or increasing their workloads, whether accurately or not.
- * Given the complex and diverse nature of the College system, and the legislative requirement of centralized bargaining, there is an acute shortage of valid and reliable data to serve

as the basis for problem analysis and creative problem solving. The Union claims, for example, that sharp recent increases in enrollments without commensurate increases in staff, have resulted in sharply increased workloads for their members. But where are the data on workloads? The Union is only able to cite its own, union-sponsored workload survey and a number of dramatic examples of how the workloads of certain people have increased recently. No arbitrator is likely to impose, or fact finder likely to recommend, specific elaborate restrictions on instructional assignments in the absence of data suggesting abuse or inequities in current practices.

The Union is concerned with the opportunities for the Colleges to cut costs by using partial-load and sessional personnel as replacements for full-time teaching masters and instructors and the Union is seeking to limit the rights of the Colleges to do this. But there are no system-wide data on the use of such classes of employees to help establish whether there is a problem that deserves correcting by placing restrictive provisions on College administrators.

The problem is that most of these data exist at the local College level and the procedures have never been set up to aggregate them to the system level despite the fact that bargaining over working conditions takes place at the system level. This inevitably means that the negotiators have to rely on isolated incidents or apocryphal rather than empirical evidence on which to base their claims. One isolated incident is pitted against another isolated explanation and any third

party is unable to size-up the scope or severity of the problem.

- * The final factor which makes negotiations between the parties complex and difficult, is the absence of appropriate reference groups for comparisons to be made on everything from workload, to job security provisions, to salaries and benefits. Given that it is hard to make internally equitable comparisons between positions within the Colleges, it is that much harder to make comparisons with secondary school teachers or university professors. In general, one or the other, or both of the parties resist comparisons with community colleges in the United States or those in other provinces whose educational missions, structures, or funding arrangements may differ significantly from the Ontario system.

In my view, many of these factors put the Union at a severe disadvantage in negotiating or in gaining support for their positions on non-monetary issues from either arbitrators or fact finders. The Council can state that the Union has failed to make a case that there is a problem that requires amendments to the collective agreement. The ability to gather the necessary data lies with the Colleges, both at local and system-wide levels. In the absence of evidence that there are significant problems, arbitrators and fact finders are loath to interfere with highly complex issues such as instructional workloads and grid placement and progression and have tended to recommend and/or guard the status quo or suggest that the matters should be sorted out by the parties themselves. Given the recurrent nature of the Union's proposals in successive rounds of negotiations, this resolution has

clearly not happened. This, I believe, lies at the root of the Union's frustration.

The absence of good, reliable data on many of these issues must also pose some problems for the Colleges, both locally and in province-wide negotiations. There are no data to refute the Union's claims and to support the Colleges contention that abuses are not widespread or serious.

Adding to the Union's frustration is a real fear of the future. All the economic news is dismal at this time. The provincial government has not indicated that it will fund education at levels which would accomodate current or projected inflation. The severe enrollment declines which have affected elementary and secondary schools in the last five years may hit the Colleges full force in the next few years, affecting some programs in quite different ways than others. Technological advances may make some modes of teaching redundant and will call for new courses and the phasing out of old ones. The academic staff clearly want a greater say in what is going to happen in these areas and wish to restrict the Colleges right to act unilaterally in these matters. The Union clearly feels that it will not gain significant breakthroughs in rational-based bargaining or arbitration. Hence the stage is set for the exercise of power and the brinkmanship of bargaining against a strike deadline.

The College Relations Commission has a duty, under the Act, to compile statistical information on the supply, distribution, professional activities, and salaries of employees (s.57(c)) and to provide such assistance to parties as may facilitate the making or renewing of agreements (s.57(d)). I don't believe that negotiations

between the Council and the Union can move from an adversarial to a problem-solving mode in the absence of better data on a variety of topics on a system wide basis. Furthermore, my comments above should indicate that there are grave concerns as to whether the whole structure of collective bargaining in the Colleges makes any sense given the educational and community service missions of the Colleges themselves. I therefore recommend that:

1. The Council and the Union join with the College Relations Commission to jointly request the Ministry of Education to establish an enquiry into the structure of collective bargaining between the Colleges and their Academic Staff. Specifically the enquiry should focus on the effectiveness of the provisions of the Colleges Collective Bargaining Act with respect to province-wide bargaining and should address the relative advantages of this form of bargaining as opposed to collective agreements between individual Colleges and their employees or some form of two-tiered bargaining structure.
2. The Council and the Union jointly request the College Relations Commission to enquire into the data needs of the parties with respect to frequently recurring issues in negotiations. Included in this recommendation would be an enquiry into the methods available for collecting and tracking data on the numbers and the use of partial-load and sessional employees, actual workloads, and the responsibilities of subject coordinators.
3. The Council and the Union jointly request the College Relations Commission to enquire into the feasibility of establishing a system of categorizing various subject teaching masters and

instructors in such a way as to be able to establish equitable workloads.

4. Should the parties not proceed with such joint submissions, I recommend that the College Relations Commission exercise its initiative and establish these enquiries itself.

There are those who would argue that such enquiries should not take place under the aegis of the College Relations Commission since the Commission is itself a creature of the very Act which is being enquired into. However, I know of no other agency which is as well equipped to act expeditiously in such a matter. Mr. Justice Estey noted that "...there is an inherent conflict between these two forces (bargaining structure and organizational structure) which has impeded, not blocked entirely, progress in negotiations between the parties or at least a partial settlement of the many issues arising in the workload area." Professor Downie warned, in 1977 and again in 1979, that the fundamental issues of bargaining structure and data availability could not continue to be ignored. They have been ignored for too long.

Current Negotiations

From the general background and recommendations above, I will now turn my attention to the specific items remaining in dispute between the parties.

Term of the Agreement

Both the Council and the Union recognize that these negotiations are taking place at a time of considerable economic uncertainty and



→ Greg Welch
→ Ron Doyle
→ W. W. Cruden

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Appendix III

78-D-26

416/965-4234

700 Bay Street
2nd Floor
Toronto, Ontario
M5H 2T8

Council of Regents
for Colleges of
Applied Arts and
Technology

MEMORANDUM TO: Colleges of Applied Arts
and Technology

ATTENTION: Presidents

FROM: Norman E. Williams
Chairman

DATE: 78-11-30

SUBJECT: Council of Regents Staff Development
Policy and Guidelines for CAAT Employees

RECEIVED

DEC 14 1978

PRINCIPAL C.A.S.

The attached Staff Development Policy and Guidelines were adopted by the Council of Regents at its meeting on September 22, 1978, to be used by each college as a model for the formulation of its own policy. The college will report its staff development policy in its multi-year plan and it will be reviewed at the Multi-Year Plan Meeting.

The Council has reiterated its philosophy that while staff development is vital to the educational mandate of the colleges, it is primarily the responsibility of the individual employee as a condition of continued employment to maintain currency in his/her trade skill or subject area(s) and competency in teaching skills where applicable.

Position descriptions for administrative and support staff employees should clearly specify this responsibility. Academic chairmen should ensure that it is included in the "Professional Activities Description" of each academic employee as well. It is the intention of the Council that this be done to enhance the employee's understanding of management expectations and to ensure that level of accountability so essential in an educational enterprise.

The subject of staff development for CAAT employees will be reviewed by the Student/Staff Affairs Committee of the Council of Regents annually, and the committee would appreciate input from the colleges for this annual review.

Continued.....

Please refer any questions to Mr. J.M. Lynch, Manager,
Student/Staff Relations of the Ministry.



Attachments

Norman E. Williams
Chairman

N.B. Copy of this memorandum and the attachments should
be made available to individuals in the college system
responsible for staff development programs for CAAT
employees.

THE COUNCIL OF REGENTS
STAFF DEVELOPMENT GUIDELINES

STAFF DEVELOPMENT GUIDELINES

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I INTRODUCTION

As the quality of education in the colleges of applied arts and technology depends to a great degree on the skills, knowledge and attitudes of their staff, efforts to maintain and improve the performance of individual staff members should be of prime importance.

The staff of a college is its greatest resource. By far the largest share of a college's budget is spent on staff salaries. It is important, therefore, that steps be taken to ensure that these human resources appreciate in value, not depreciate through inattention.

If the colleges are to promote the concept of the effective use of human resources for business and industry, they must set an example by ensuring that college staff are both up to date and well trained.

In addition, faculty members with special skills are required to work with the diversity of programs and student needs found in the colleges. Many faculty members entering the college system have little knowledge of its unique role--the emphasis on skill-based learning, career-oriented programs, adult re-training and the colleges' orientation to community needs. Many in this group have never had the opportunity to acquire teaching skills, skills that are essential if student learning is to be effective.

In the ten years since the college system was established, the economic, social and educational needs of the communities served have changed and will continue to do so. In the years ahead, the colleges may face greater economic restraints and the possibility of reduced enrolment. To remain relevant,

flexibility will be needed to respond to changing conditions. Examples of change in activity may include further expansion of continuous in-take programs and cooperative education or increased in-plant training services for industry and the use of individualized instruction. To be ready for such transitions, the college will have to rely on the ability of its staff to explore alternatives and engage in new activities. Staff development can help provide both the skills and attitudes necessary.

Staff development can help to bring about the sense of institutional commitment which is necessary for change. Examples of the types of issues that can be explored include alternatives in curriculum design, course presentation, staff-student interaction, faculty renewal, and departmental administration.

Because of the foregoing, colleges are urged to accept staff development as a first-rank priority. An organized, purposeful, supported effort to provide for the professional and personal growth of our staff is needed. The college that fails to commit adequate resources to this activity will only partially realize its program potential. This may result in the loss of students to other institutions (universities, private trade and business schools, other colleges) where their needs can be fulfilled. Or even worse, these students may not be able to fill their needs at all.

The most important assumption underlying the following guidelines is that staff development is adult learning (the characteristics associated with the latter being applicable to the former). Individuals entering the college teaching profession bring with them a variety of learning experiences and needs and differ in terms of their learning approaches. Staff development, therefore, must be tailored both to individual learning needs and styles. This is true not only for the new college teacher but for all staff in the system. As

the new staff member gains experience his or her needs will change. Staff development programs, then, must be not only geared to the individual but flexible in content to allow for changing needs.

II DEVELOPMENT FOR STAFF GROUPS

The staff of any college is made up of a number of groups each having its own developmental needs. Because these groups vary, suitable methods for meeting these needs may also differ. Such groups include:

- . established faculty,
(including counsellors and librarians),
- . part-time faculty,
- . administrative staff,
(top, middle and first levels of
management),
- . support staff,
(secretarial, clerical and technical
employees),
- . work groups,
(departments, divisions and campuses).

ESTABLISHED FACULTY

For established faculty a three-phase approach is suggested as being appropriate. Of the three, Individual Staff Development Plans are seen as being of highest priority.

Individual Staff Development Plan

The first phase of staff development for established faculty should consist of the basic advisory relationship between the chairman and individual faculty members. The advisory relationship would concentrate on an Individual Staff Development Plan established as a result of an annual dialogue between the chairman and faculty member. This discussion should cover the following:

- . review of departmental objectives;
- . overview of activities required to reach these objectives;
- . definition of skills needed to engage in these activities successfully;
- . consideration of possible updating in the faculty member's subject specialty;
- . input from the faculty member's performance appraisal;
- . input from program appraisals;
- . faculty member's need for individual growth (the directions which he/she wishes to pursue professionally that are of use to the college).

This discussion would culminate in an agreement on learning activities to be engaged in and on the support, if any, to be forthcoming from the college. The attached appendix (page) provides a sample format which could be used as part of the planning process.

The purpose of the Individual Staff Development Plan is to assist in the planning of the faculty member's long-term professional growth (life-long learning). If this concept is to be recommended to students, it is important that college staff be able to attest to its usefulness.

To be effective, staff development activities, like most college endeavours, must be based on relationships of mutual trust. This is particularly true for the formulation of Individual Staff Development Plans. Where circumstances have interfered with the growth of such trust, it may be necessary for some chairmen to examine their relationships with the faculty who report to them before staff development activities are considered.

If learning is to be effective, the learners must perceive their learning needs to be real ones, and the activities to meet these needs as being appropriate. If such is not the case, resentment will occur and the faculty member will simply go through the motions of the assigned activity. This does not mean that faculty evaluation and staff development cannot be interrelated.

As has been mentioned, trust and the individual faculty member's agreement with the areas for skill development are necessary if commitment to the plan is to be established. Evaluation systems which require the chairman to make subjective judgements concerning personality traits of the faculty member often damage trust. Such systems are not participatory and are often unreliable and biased. Evaluation systems which concentrate on a faculty member's behavior are less subjective and can introduce participation as part of the process if self-assessment is included. Evaluation systems based on the appraisal of results (or outcomes), however, can be the most supportive of the trust relationship because of their more objective nature. These systems are also highly participatory particularly when based on a mutual goal-setting and review process which is administered in a flexible manner.

In addition, although the faculty member's job evaluation is one of the factors considered in the planning process, it is important that this dialogue not be perceived as being exclusively evaluation-centred. The discussion should be future-directed and should concentrate on those skills the department must have to meet student needs.

It is also important for faculty members to realize that the college is interested in providing opportunities for them to acquire skills related to their own professional growth interests (if these skills can be used by the college).

Further, the two-way nature of the dialogue which results in the Individual Staff Development Plan should be stressed. Faculty members should contribute substantially to the definition of their staff development activities.

Through this process, communications, morale, decision-making, motivation, delegation, planning and evaluation can all be positively effected.

This process does require commitment in terms of chairmen's time, particularly when the planning process is first launched. But once the initial round of agreements is completed, the time factor should decrease as those involved become familiar with the procedure.

The agreements referred to need not be lengthy--one side of a sheet of paper with faculty members drawing up a rough agreement for discussion purposes to speed up the process.

It may also be helpful for chairmen to analyze the percentage of time they spend on various college activities to see whether their investments of time correspond to college priorities. As the college's greatest asset is the potential of its human resources, a chairman's first priority should be the effective management of these resources. It may be possible to have some activities not related to this first priority delegated

to coordinators or those faculty who are interested in increased responsibility.

Chairmen may find the form in Appendix 2 (Page) useful in deciding which of their tasks are suitable for delegation.

Through involvement in such planning, the creation of clear objectives for subordinates and the establishment of control mechanisms (i.e., progress reports), it becomes possible for chairmen to make conscious decisions concerning where they wish to invest their time and energies.

Such delegation can also have staff developmental benefits for coordinators and some faculty who may be interested in developing administrative skills.

In addition, it should be recognized that not everyone will want or need skill development in any given year. This is particularly true of proficient employees who work in departments which are not planning innovations. If such a situation exists, the chairman and faculty member may mutually agree that such planning be postponed and reviewed in a year.

Individual Staff Development Plans form an integral part of a college's effective management of human resources. Thus, if it is felt that such activity is central to the management function within the college, this should be reflected in the budget priority which it receives. Obviously, the more funds which are available for these activities, the greater chance there is for positive results.

There is not, however, a one-to-one correlation between funds available for Individual Staff Development Plans and positive results from such effort. There are many activities of a skill development nature which can be incorporated into such plans at minimal cost. Examples of such activity include:

- . Using release time during the months of May and June for faculty to visit or to work in industry for short periods.

- . using cooperative education programs with the added benefit of increased interaction between faculty and industry.
- . Encouraging faculty to work part-time for the college and part-time for another organization within his/her subject specialty for updating purposes.
- . Utilizing part of the months of May and June for faculty to work on special projects of a skill development nature.
- . Teaming of an experienced staff member with a less experienced one on a project (e.g., curriculum development) as a learning experience for the latter.
- . Allowing staff to enrol in any appropriate college evening course which has not already been filled, free of charge.
- . Encouraging faculty who wish to develop skill in a particular area to observe faculty who already have those skills in a classroom situation.
- . Video taping of teaching, either in an empty room or a full classroom for skill improvement.
- . Using a professional library.
- . Reading profession journals.
- . Utilizing the staff development officer as coach.
- . Changing work assignments for skill development.

In addition to the above activity, there are further steps which could be taken, to make the most effective use of funds allocated to the activity.

- . The college may wish to distinguish between faculty, administrative and support staff, giving a different staff development priority to each group.
- . The department chairman may wish to distinguish between faculty members within the department, recognizing the greater need for skill development on the part of some compared to others.

- . If several faculty wish to attend a worthwhile conference, one could be sent on the proviso that a detailed report be written and circulated to those who could not attend.
- . Conference attendance could be rotated from year to year among faculty.
- . For individuals wishing to attend conferences, the college might pay for travel and accommodation if the employee agreed to pay for the conference fee.
- . If the staff development officer published a calendar of up-coming college-wide workshops on an annual basis, attendance at these low cost events could be incorporated into the Individual Staff Development Plan of a staff member, where appropriate.
- . When a number of faculty within a department have the same skill development need, the department could plan its own program run by themselves or in conjunction with the staff development officer.

To make the staff development planning work, two things are essential:

- . Chairmen must have the necessary skills to develop positive advisory relationships with their faculty members (some may not have those skills at present). Such skills include interview techniques, communications (listening and human relations), facilitation of participation (developmental needs and opportunities definition, objectives formulation, alternatives exploration);
- . Chairmen should be held accountable for their activity in this area, as activities not associated with a deadline tend to receive less priority than they should. It is important, therefore, that staff development be seen as having the full support of senior management.

Recognizing the need to provide some chairmen with additional skills and acknowledging the importance of the implementation

process selected to the success of the program, a staged approach is suggested. Skills training could be started with those chairmen who have the most enthusiasm for the program as well as a reasonable relationship of trust with their faculty. Once the process is established in these departments it can then be introduced into other areas building on the success of these first groups.

Through such supported and individually tailored development programs, it is hoped that faculty members, in partnership with their chairmen, will be given increased opportunity for professional and personal growth. Opportunity for such growth is essential if student needs are to be met, if the college is to maintain its relevance and flexibility, and if faculty members are to find the college an appropriate environment within which to fulfil their aspirations.

Department-Related Activities

The second suggested phase of staff development for established faculty consists of department-related activities. Activities in this category could be research-oriented, deal with the development of instructional materials, explore alternative teaching formats, study a similar program in another college, relate to the acquisition of new educational skills or address the problem of faculty renewal. Such projects could be funded in a variety of ways, by departmental budget or a centrally administered staff development fund.

The purpose of a staff development fund would be to grant monies to departments based on proposals submitted by them. Fund administrators, perhaps a joint faculty-administration committee, could be responsible for allocating funds. It is felt that a high degree of faculty involvement in the planning of these departmental activities is desirable. Participation would assure strong identification with programs and contribute to team building.

Centralized Development Function

The final stage of staff development for established faculty could rest with a grouping of centralized functions. Those involved in such functions could engage in a number of activities. Overall analysis of staff development needs for the colleges as related to established faculty could be conducted and programs mounted to meet such general needs. New methods of instruction could also be explored and communicated to faculty members. Examples of additional functions to meet staff development needs, include:

- . providing a library of learning/teaching material;
- . providing a micro-teaching facility;
- . publishing a staff development news letter;
- . circulating journal articles;
- . sponsoring lunchtime seminars for the discussion of educational issues, the presentation of reports by faculty members attending conferences.

The above services could be operated effectively by a central learning/teaching centre.

The staff development officer or a joint administration/faculty committee could be charged with the responsibility of drafting a college policy of faculty renewal. As the colleges and their founding institutions are now ten to 27 years old, opportunities might profitably be provided for faculty members to keep abreast of recent innovations within their subject specialities and how these advances have been applied in business and industry.

While staff development is the primary responsibility of the individual, colleges could inform faculty of renewal opportunities available to them and help them plan for such activities. Such effort is not a frill; it is essential for the basic maintenance of faculty credibility and morale. No longer can we rely on the addition of large numbers of new faculty and a high rate of teacher mobility to provide the influx of new ideas we have had in the past. In a period of relatively slow growth, when openings and promotional opportunities are

limited, the danger of lack of motivation and staleness should not be underestimated.

Renewal activity should be incorporated into a faculty member's Individual Staff Development Plan. Examples of such activity could include:

Job Interchange. A faculty member and an employee of a non-college organization are given joint responsibility for performing both job functions. How they split their responsibilities is up to them.

Visits to Industry. Programs where teachers work in or visit the work environment of business and industry for short periods of time.

Job Splitting. The faculty member works part time for the college and part time for another organization.

Work Assignment. Release time to allow teachers to work in industry for short periods of time.

Job Exchange. A faculty member and an employee of another organization (government, private sector, other college) exchange jobs for a 4 to 8 month period.

The increased use of advisory committees for renewal activities is also a possibility; the greater use of cooperative programs is another which also has the advantage of increasing the dialogue between faculty and industry.

PART-TIME FACULTY

The college must provide its students with competent staff. This responsibility extends to all staff both full- and part-time. In many cases more students come in contact with part-time faculty through continuing education than are exposed to full-time staff. Where this situation exists, the reputation of a college within its community may depend heavily on the quality of its part-time faculty. The potential of such staff is a valuable resource for the college. They bring to the teaching task an up-to-date knowledge of industrial and business skills and their current application in the work place. Part-time faculty, however, often have had little or no teaching experience.

Teaching Skill Categories

It is suggested that the college use the skill categories defined for new full-time faculty to formulate a mandatory staff development program for this group. The part-time faculty member could be required to reach minimum standard skill levels within each category. If student evaluations indicate that these minimum levels have not been achieved, the rehiring of that individual for the next semester might be seriously questioned.

Individualized Aids

To assist the part-time faculty member in attaining the necessary skills, individualized aids (portable audio-visual tape/slide presentations and individualized learning packages) may be appropriate. Given the limited time that part-time teachers may be willing or able to devote to such activity, an individualized flexible approach is the best solution for meeting their development needs.

Group Sessions

To augment this individual work, one or two Saturday day-long sessions may be appropriate.

Evening Courses

Colleges may also wish to conduct evening classes in teaching techniques which individuals interested in part-time teaching would be obliged to take before being hired.

ADMINISTRATIVE STAFF

As economic constraints, need for program rationalization, and other changes in the college environment become more of a reality, it is increasingly important that programs and departments be operated in an efficient, effective and innovative manner. This fact places particular emphasis on managerial skills. Many administrative staff, including deans and chairmen, may have assumed their present duties with little or no teaching experience. Thus, knowledge and skill development in specific areas of education such as curriculum design, educational theory, testing and measurements, various learning/teaching strategies, and so on, may be needed.

On the other hand, some administrative staff members may have assumed their present position on the strength of their superior teaching performance. Such individuals may have had little administrative experience. For these staff members, the following areas may be suitable for skill development: planning, decision-making, management information systems, budgeting, program rationalization, scheduling, delegation, faculty evaluation, selection, motivation of faculty, and so on.

A three-phase approach is suggested as being appropriate for the developmental needs of administrative staff. Of the three, orientation and Individual Staff Development Plans are of higher priority.

Orientation Program

The first suggested phase is that of orientation. New administrative staff, as well as all other employees, would profit from

familiarization with college structure, employee benefits, college resources, policies and procedures, and so on. The use of handbooks and pathfinders could assist in the dissemination of such information to all staff. Pathfinders are lists of relevant topics which indicate the corresponding areas within the colleges where information may be obtained. Orientation checklists for managers could also be developed outlining information related to specific jobs to be covered with new staff in the first few months of employment.

Individual Staff Development Plan

The second phase of staff development for administrative staff is the establishment of an advisory relationship between the manager and his subordinates. This relationship parallels the one outlined for chairman and faculty member. It should culminate annually in the formation of an Individual Staff Development Plan. The advisory relationship between manager and subordinate should be supported by the training of managers in the skills necessary to develop such a relationship and supplemented by the identification of resources to be used by subordinates in fulfilling the commitments agreed to in their plan.

Managers might well be held accountable for their activities in this area. Deans, therefore, would engage in an advisory relationship with their chairmen while vice-presidents would be held accountable for establishing the same relationship with their deans.

Centralized Development Function

The third suggested phase of staff development for administrative staff is a centralized one. Here again common staff development needs could be analysed and programs mounted to meet them.

SUPPORT STAFF

Many of the staff development activities which have been detailed for faculty and administrative staff (orientation, individual staff development plans, definition of common staff development needs) are seen as being appropriate for support staff.

During the orientation of support staff the use of pathfinders may be particularly useful. Secretarial staff are often expected to answer a wide variety of questions from both students and faculty relating to many aspects of college activity.

Workshops and seminars based on the analysis of needs for this group may deal with such areas as information flow, work study, office management, and human relations skills.

In addition to the foregoing organizational development activities can be of great assistance in meeting the development needs of support staff. Through such activity it may be possible to upgrade the functions of support staff members if they so desire, through job enrichment. This could lead to greater job satisfaction for the individual and increased productivity and more effective use of human resources for the college.

Expectations, however, should not be raised to an unrealistic level. It should be remembered that although roles may be restructured in a limited way, in a period of relatively slow growth opportunities for promotion and job reclassification will be limited.

III SUPPORT FOR STAFF DEVELOPMENT

CONSULTATIVE SERVICES

Third party consulting can be of valuable assistance to a variety of groups within the college. Organizational development and educational technology provide two excellent examples.

Organizational Development

An organizational development consulting service could be offered to departments and other groups within the college. Activities related to this service would involve all members of a particular work group (faculty, support staff, administration). Activities engaged in could help the group to establish its objectives and to define the methods required to accomplish them. Such activity can also help the group to define both the information each person needs to do his or her job and ways to improve communications. Working relationships may also be examined leading to role clarification as well as conflict resolution and the development of a sense of group identity.

Educational Technology

Third party consulting can also assist in the acquisition of educational skills. A consultative service could help faculty to develop both the skills and the ability to adapt to the educational innovations the department has decided to use. Examples of activities in this category which may require additional skills are: co-operative programs, new initiatives in apprenticeship, programs of differing lengths, continuous

intake programs, individualized instruction to meet the needs of people from industry, curriculum design, computer-assisted instruction, and the effective rationalization of funding for educational programs.

A consulting service could also assist the college's Board of Governors by helping them to review past activities and draw up plans for the future.

STAFF DEVELOPMENT OFFICER

Although the development of the college's human resources is essential to the management function and thus is a line responsibility, the staff function of a staff development officer can play a most useful support role. Some of the services he or she could perform are as follows:

- . assisting chairmen and deans in the skills acquisition required to establish a positive advisory relationship with staff members;
- . directing new faculty to the resources necessary for skill acquisition;
- . conducting the two-week orientation and one-week wrap-up sessions for new faculty;
- . analysing the development needs of staff groups (established faculty, administrative and support staff) and conducting programs based on this analysis or acting in a co-ordinating role to provide adequate resources for such programs;
- . conducting development activities for part-time staff;
- . administering a professional library in support of staff development activities and circulating appropriate material (news letters, journals, articles, and so on) to staff groups;

- . assisting departments to plan staff development activities;
- . researching and communicating information on innovations in educational technology to faculty members;
- . assisting teachers to acquire the skills their department requires to adapt to the changing college environment;
- . researching and co-ordinating proposals for faculty renewal;
- . providing organizational development consulting services for work groups;
- . co-ordinating the production of handbooks, pathfinders, job-specific orientation check lists, and resource inventories;
- . co-operating with other colleges on shared staff development projects.

The aim of the role outlined for the staff development officer is to support line management's responsibility in this area. His/her primary function would be to act in a co-operative and facilitative manner to make staff development happen. Where such a role does not exist, there is the danger that staff development may lack the catalyst it needs to receive the attention it deserves. It may be that this role is encompassed in the job description of one individual or several.

GENERAL SUPPORT POLICY

An overall college policy in support of staff development is necessary to provide guidelines for travel expenses, conferences, outside courses, leaves of absence, faculty renewal, sabbaticals, release time, research grants, and so on. This general policy will provide both structure and support for the formulation of Individual Staff Development Plans.

EVALUATION

If a college's staff development programs are to improve they must be evaluated. The feedback provided by evaluation procedures is necessary if program weaknesses are to be corrected and expenditures rationalized. Both departmental and college staff development activity should be examined to establish their relevance to college needs and to assess the results achieved.

The activity encompassed in the staff member's Individual Staff Development Plan forms part of all the activities for which he/she is accountable and should not be exempt from the evaluation process. Whether listed activities have been completed and expected results attained should be considered when development activities are assessed.

BROAD POLICY ISSUES

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BROAD POLICY ISSUES IN COLLEGE SYSTEM MANAGEMENT

EXECUTIVE SUMMARY

I The College System

In the face of crucial issues confronting the system, policy formulation at the system level would be greatly enhanced if the Association of Colleges and Applied Arts of Ontario developed an authority structure and a process for making decisions binding on its members that would allow self-regulation by the Association in accordance with guidelines laid down by the Minister and the Council of Regents. It is recommended that the Association formulate a constitution providing for this.

The college system, after 15 years of development, requires more conscious attention paid to the maintenance of integration in the system - the unity of purpose and action derived from the sharing of beliefs, values and goals by the people in the system.

To enhance integration, the following recommendations are made:

(i) The Chairman of the Council of Regents, the Deputy and Assistant Deputy Ministers of Colleges and Universities, the Chairman of the Committee of Presidents and the President of ACAATO hold a monthly meeting to discuss issues that have been brought forward by each of their constituencies. Such meetings could determine which of these issues merit consideration by the system as a whole, and which should be returned to the constituencies for resolution and action.

(ii) The Council of Regents should immediately address the matter of providing orientation and training to members of boards of governors to instill system perspectives. Resources and know-how should be drawn from the college system to develop training materials and modalities to make it as convenient and easy as possible for board members to proceed individually through the training program.

In the same vein, the Council should produce each year, through the facilities of colleges, three or four short video tapes highlighting and backgrounding current system issues and developments. These would be provided to each college for viewing and discussion by staff and faculty.

(iii) The Chairman and Chairman-elect of the Committee of Presidents should become ex officio members of the Council of Regents.

(iv) The ACAATO Secretariat should be provided with quarters in the Mowat Block in close proximity to the Ministry and COR offices.

(v) The Ministry, the Council, and the Committee of Presidents should cooperate to develop a program of short-term staff exchanges between these agencies and the colleges so as to promote more understanding and empathy among staff about problems encountered in different sectors of the system.

The Management Development Institute initiated in 1981 by the Committee of Presidents should be fostered and promoted, and personnel from the Ministry should be encouraged to attend in company with college staff.

(vi) Large colleges should twin with small colleges to encourage the exchange of ideas, information and staff.

The college system needs a more formalized adaptation mechanism to sense changes in the environment of the system and determine the internal changes required to respond to the environmental changes. It is recommended that the Council of Regents should draw upon the resources of the college system as well as other sectors of the Ontario government to have prepared and issued by October each year an annual forecast of trends and changes in key parts of the environment of the system and which expresses the action priorities the Council sees for all the program areas of the colleges.

Each college in its Multi-Year Plan would then be asked to show how it proposes to respond to the environmental changes and opportunities described in the annual forecast. As an incentive, 5% of the funds available to colleges each year would be held for disbursement by the Council of Regents for initiatives and activities proposed by colleges in keeping with the priorities laid out in the Regent's annual forecast.

II Program Rationalization

Program rationalization is the geographic location of a program at a college or a group of colleges to increase efficiency, effectiveness or both.

It is suggested that the Association could undertake program rationalization on a self-administered basis, providing that the sort of decision-making process described in I were in place. Some basic steps in a rationalization process are noted.

III Institutional vs. Industry-Based Training

Colleges can play a vital role in addressing skill shortages where the most appropriate mode of training is largely employer-based. It is essential that colleges learn more about the facilitation of training where the appropriate prescription to enable a student to achieve the required competencies involves a mix of college and employer-based instruction. Colleges will have to overcome some anti-institutional biases inhibiting cooperation by industry.

IV General Education

The comprehensive and representative set of goals for general education formulated by Mohawk College is introduced. It is noted that the basic problem of general education in colleges is to find room for it in crowded vocationally-oriented curricula.

The suggestion is made that this problem may be overcome as an increasing amount of research rather than ^{opinion} shows that the goals of general education such as proposed by Mohawk are essential for success on the job.

V Polytechnic Education

Based on an examination of the recent papers on this topic, elements offered by a polytechnic level that may not now be found in CAAT's are determined to be: a "degree" level of training; a more theoretical, conceptual and liberally oriented education; and research on applications of technology. The Polytechnic would not address the trades areas, where some of the critical skills shortages exist.

It is suggested that if the poly-technic mode is determined to be needed more than it now appears, then more polytechnic capability could be evolved in the CAAT's as an outcome of program rationalization in selected areas.

VI Continuing Education

With part-time students eligible for funding, it is suggested that the continuing education activities currently conducted by colleges cover most of the needs outlined in the recent Continuing Education Green Paper.

I THE COLLEGE SYSTEM

Introduction

Futurists use an apt word to describe the kind of environmental prospects faced by the Ontario college system - turbulent!

Inflation, collective bargaining agreements and funding constraints ensure that college costs will continue to rise faster than revenues.

Currently, colleges cannot meet the student demand for places, but declining enrollments may be in the offing.

Continuation is uncertain of the current arrangements for transfer of federal funds to Ontario for post-secondary education. A reduction in funds would have profound consequences for colleges and universities.

The recent federal report "Labour Market Development in the 1980's" gives the clearest indication to date that the expenditure of federal funds increasingly will be directed away from purchases of institutional training in community colleges towards the subsidization of industry-based training.

The Ontario economy is experiencing unprecedented stress. There is a severe shortage of skilled people in the very areas crucial to the success of Ontario's new high technology strategies to renew economic growth. The pressure on government is to do something to remedy the skills shortage. What role will the colleges play?

What a contrast between this state of affairs and the golden age when the college system came into being, when resources seemed unlimited, and Ontario occupied the pre-eminent position in the national economy.

For the foreseeable future, the college system must operate in an uncertain and changing environment characterized by tight funds, new expectations for colleges, and rapid technological change. As well, a number of important issues affecting the whole college system await resolution such as college growth; program rationalization; industry vs. institutional training; and polytechnic, continuing and general education.

It is within the context of a shifting environment and pending issues that this paper examines three important aspects of the management of the college system: policy formulation, integration, and adaptation. Integration has to do with the means by which unity of purpose and action is fostered in the people of the system. Adaptation refers to the mechanism by which internal changes in the system are brought about in response to changing demands of the environment.

Some recommendations are made in relation to each of these aspects. There is some discussion of the issues mentioned above. Finally a futures scenario is sketched.

The College System

The constituents of the college system will be taken to be the Minister and the Ministry of Colleges and Universities, the Council of Regents, and the Association of Colleges of Applied Arts and Technology of Ontario. All but the latter entity are mentioned in the Ministry of Colleges and Universities Act, 1971, the legislation governing the system, and which refers as well to the individual Boards of Governors of Colleges.

The Association is a voluntary body that describes itself as having come into being in the late sixties to represent "..... the collectivity of the colleges in their partnership with the Ministry and the Council of Regents in the ongoing activities of the Ontario College system."

The objectives of the Association are stated as follows:

- a) To provide a forum: to discuss matters of common interest and concern; to exchange views on major policy matters such as the philosophy, the financing and the effectiveness of Community Colleges and their programs.
- b) To ensure adequate communication and full examination of matters of impact by those primarily concerned with the Colleges, especially the Board of Governors, the President, the Council of Regents and the Ministry of Colleges and Universities.

- c) To recommend to the Minister of Colleges and Universities the adoption and implementation of policy which ACAATO believes is desirable for the common good of all the Colleges and society.

The Association has an intricate structure embodying the Council of Governors, the ACAATO Executive Committee, the Committee of Presidents, the Committee of Presidents Executive, and the ACAATO Secretariat. Provision is made for varying schedules of meetings of these groups, including regional meetings.

Reporting directly or indirectly to the Executive of the Committee of Presidents are a large number of provincial committees relating to academic, student and administrative matters, with membership drawn from the staffs of the colleges.

The Association thus has a structure at the system level that can be utilized to examine policy concerns and other matters from a wide variety of viewpoints.

The Council of Regents is established by the Act to assist the Minister in the "planning, establishment and coordination of programs of instruction and services" in the twenty-two colleges.

If we view the college system as if it were a single organization, then the Association represents the production sub-system. It is the twenty-two colleges which do the work that is the basic reason for the system's existence - namely to transform the input of funds received each year into learning opportunities for students, resulting in the output of individuals whose levels of skills and knowledge have increased.

With the approval of the Minister, the Council of Regents performs many of the functions of the managerial sub-system. It appoints the Board of Governors that are responsible for the operation of the individual colleges. It receives colleges' Multi-Year Plans. It approves programs. It negotiates and sets salaries for the administrative, teaching and support staff in the colleges.

With the managerial role comes the responsibility for, and the tasks involved with, providing coordination and integration to the system, policy formation, maintaining good institutional relations with the important bodies exercising influence over the systems and very importantly, operating the regulatory and adaptive mechanisms for the system that keep it on track and obtain advance information about environmental changes affecting the colleges. Recommendations about ways to improve the execution of some of these functions appear later in the paper.

The Ministry can be viewed as performing many of the functions of the administrative sub-system. It provides staff work for the Council. It maintains the records and keeps track of the policy rules, and administers the allocation of funds to the college. It also acts in an important way to procure funds in negotiations with the federal government, and allocate them to colleges.

In summary, the college system as defined can be conceptualized as made-up of three sub-systems, interdependent, and having many relationships between them. Each of the sub-systems is a complex system in itself, each with its own environment, and environmental transactions.

Policy Formulation

There is no doubt about the formal authority structure in the system. The Act specifies that the Minister has almost unlimited authority to make regulations governing the conduct of the system (see the Appendix for the list of areas of regulation available to the Minister).

Since their inception, Colleges have argued emphatically for their need to operate in a relatively autonomous, de-centralized way in order to reflect and respond to the individuality of their communities.

In fact, there has been little exercise of centralized authority, either by the Minister or the Council. Rather, there has been a more informal, consultative process employed in determining policies in such key areas as admissions, tuition fees, and the mechanism for distributing funds.

In fact, the development of the policy for the funding distribution mechanism was a model process in every way. The discussion was initiated with a thorough analysis of the issues involved, and then after ample time for input, a draft policy was formulated for open discussion before a refined version was adopted. The whole process was conducted according to a schedule given in advance which was followed precisely. Finally, the implementation of the policy was carried out in a totally open way and pains were taken to ensure that every college knew exactly how its allocation of funds was calculated, and those for other colleges.

The funding distribution mechanism is an example of the type of issue which is crucially important to the system and where the process involved in resolving it is almost as important as the outcome. For the large number of people in the system that are affected by a major issue, the process shapes their perception of the nature of the college system and the direction it is taking. The process can act to motivate people to participate and cooperate, it can cause them to wait passively and resignedly to be told what to do, or it can initiate in them vociferous resistance.

Issues now confronting the system are tougher than any that have had to be dealt with to date.

Chief among these is the growth issue. Given the limits on funds and the current funding distribution mechanism, should any constraints be placed on the growth of larger colleges to protect the viability of smaller colleges? How should this be done?

A second major issue raised by the funding constraints is that of program rationalization. With no new funds in the offing, there must be a re-allocation of funds to meet priority needs. Could this be accomplished, in part, by locating programs on a regional basis, rather than on individual college basis? How should such rationalization be accomplished?

The constraints on funding and the competition for funds between various government sectors has given rise to an increased emphasis on accountability and cost effectiveness - visible demonstrations on the part of agencies like colleges that money is being spent to produce desired results in an efficient way. This generates increased

requirements for accurate information to flow between colleges and the Council of Regents and the Ministry, so the system can regulate itself and respond quickly to information demands from the environment.

From the point of view of cost effectiveness, can any duplication of efforts from one college to another be tolerated in the development of courses and programs? Can standards and content in two programs of the same name be allowed to vary so much between colleges that students cannot transfer credits? If not, who will set the standards and define the content?

The policies that result from the resolution of such issues as these will have great significance for colleges. With respect to the growth issue, Dr. H.K. Fisher noted in his memorandum setting up the Task Force on CAAT growth that:

This undertaking is critical - in that it will probably have a profound impact on the size, profile and even nature of the community college system.

Tough as they are, these issues have to be resolved, and the policies implemented.

A question about the process can be raised. Why doesn't the Association, representing the colleges as a collectivity, resolve such issues by itself, within guidelines defined by the Council of Regents and the Minister? Why doesn't the Association take an active stance, instead of essentially a reactive one, in dealing with such matters? Isn't it better to self-regulate rather than be regulated?

At the moment, the role of the Association, and particularly the Committee of Presidents, in the formulation of system policy is somewhat ambiguous. It is not always clear that the Association/Committee's voice on policy matters is welcomed by the other constituents of the system.

As noted above, there is no legislative basis for the Association to represent the colleges collectively. The Association is a voluntary organization. There is no requirement for a college board to belong to the Association and contribute to its budget.

The Association sometimes seems ambiguous about itself. Board of

Governors vary in their perception of the value of the Association and its secretariat, which commenced operation in 1979. This is particularly true as the current fiscal constraints increasingly highlight the annual contribution of a college to the Association budget. This point of view is certainly accentuated by the general lack of orientation and training provided to members of college boards; understandably, many board members, lacking a broad view of the college system and its environment, are indifferent to the purposes of the Association.

The Committee of Presidents is an important constituent of the Association and is its most active group. Large in size with 22 members, it has delegated a number of tasks to its executive, but still must approve all executive decisions. Its deliberations often reflect conflict between a desire to act as a unified group speaking with one voice and the tendency for presidents to act individually to protect their colleges' interests, particularly with respect to funding and program offerings.

As it stands, it would be impossible for the Association to act in a self-regulating way. It does not, as an organization, have a formal authority structure and decision-making process, nor, it goes without saying, does it have any means to require that members conform to the decisions that are taken.

The basic requirement for the colleges to be able to act in a self-regulating way is the establishment of a constitution for the Association that would define the process to be used to make decisions binding on the members. It would also be important to define the role and scope of the self-regulating Association in the policy formulation process for the system with respect to the Minister and the Council of Regents.

Returning to the view of the college system as a single organization, the creation of a self-regulatory Association as outlined would be analogous to the delegation by the corporate board of a company of authority and freedom to act within prescribed guidelines to the senior level of management.

This action, which would be an important step in the development of the college system, is recommended as the best means of handling issues effectively at the systems level while preserving the individuality and character of the colleges.

Integration

A social system like a college, or on a macroscopic scale, the college system, must operate in a unified way. This is accomplished in every social system by a combination of the requirements of the tasks needed to carry out the purposes of the system, the enforcement of rules, and, to a greater extent than is commonly recognized, through the sharing of purposes, beliefs, values and expectations which provides integration.

A number of aspects of the college system tend to diminish this desirable integration, which is particularly important in the educational context.

The environment of the college system is very varied: other ministries and agencies of the Ontario government; the communities served by individual colleges; federal government agencies; the other educational systems in Ontario - universities, secondary and elementary schools, and the apprenticeship system; unions; business and industry associations; political parties and the political process, and so on.

A striking feature of the college system is the marked differences between the three sub-systems in the nature of their transactions with the environment. Those of the Ministry and the Council are more comparable than those of the Association. The former groups are occupied with transactions with other government ministries, the legislature and the political process, special interest groups from industry and business, the federal government and so on, which involve matters at the system level - dealing with the system as a whole.

The Association's environmental exchanges, in contrast, are essentially the aggregate of the 22 colleges' individual dealings with their community concerns and needs. There tends to be a lack of

system thinking based on a shared conceptualization of the college system by representatives of the three sub-systems. On occasion actions are taken by one party that have embarrassing consequences for another because of adverse responses from the second party's environment. The feeling is fairly commonly expressed by people working in one part of the system that those in other parts don't understand or appreciate their problems or the environmental expectations they must face. There is more tendency for this expression in the Ministry and the Council than in the colleges. This may be explained by the fact that there are relatively few people in colleges who have direct experience with the types of situations and demands from the environment that those in the other two parts of the system encounter.

Everyone in the system agrees that colleges are different from universities. Colleges do not conduct research, and control over the curriculum is not left to a "community of scholars" but is heavily influenced by advisory committees. But perception in the system about the purposes of the colleges shows considerable variation. Are colleges primarily post-secondary institutions for full-time students, essentially autonomous, or are the colleges instruments of government to provide instruction in vocational skills for a variety of student classifications, including apprentices, industrial trainees and adults requiring basic employment training? Influenced by their local conditions, colleges have positioned themselves between these poles philosophically, and as a result of the need to set priorities for allocating their resources when enrollment demand has exceeded the supply of places.

There are many people working in the college system who did not experience the heady first few years when the system was young and unrestrained by financial constraints. Unionization of faculty and staff and the inevitable growth of administrative bureaucracy in the colleges and the Ministry have formalized and depersonalized people's roles in the college system to some extent. Those who did not share the experience cannot appreciate what the old timers mean when they talk about the enthusiasm and dedication and shared purpose that everyone displayed in the first two or three years of the college system. Very few board members now have any direct link with

with the exciting and purposeful days when buildings were being built and programs proliferating.

There is insufficient attention paid to the energy inputs required to sustain system integration. For example, there is insufficient training and orientation for members of boards of governors, and most faculty, support staff and middle management lack a system perspective because of lack of information.

The Association, prior to the formation of the secretariat, paid very little attention to the vital requirement for energy needed to keep it going as an organization. There was total reliance on volunteer contributions of energy and time, particularly in the Committee of Presidents and its associated committees, whose membership is drawn from college personnel. This is still predominately the case.

Finally, there needs to be a shared view of the purposes of the colleges that accepts the view that they are instruments of government to deliver vocational training while also responding to their communities.

It is recommended that:

- (i) The Chairman of the Council of Regents, the Deputy and Assistant Deputy of the Ministry of Colleges and Universities, the Chairman of the Committee of Presidents and the President of ACAATO hold a monthly meeting to discuss issues that have been brought forward by each of their constituencies. Such meetings could determine which of these issues merit consideration by the system as a whole, and which should be returned to the constituencies for resolution and action.
- (ii) The Council of Regents should immediately address the matter of providing orientation and training to members of boards of governors to instill system perspectives. Resources and know-how should be drawn from the college system to develop training materials and modalities to make it as convenient and easy as possible for board members to proceed individually through the training program.

In the same vein, the Council should produce each year, through the facilities of colleges, three or four short video tapes highlighting and backgrounding current system issues and developments. These would be provided to each college for viewing and discussion by staff and faculty.

- (iii) The Chairman and Chairman-elect of the Committee of Presidents should become ex officio members of the Council of Regents.
 - (iv) The ACAATO Secretariat should be provided with quarters in the Mowat Block in close proximity to the Ministry and COR offices.
 - (v) The Ministry, the Council, and the Committee of Presidents should cooperate to develop a program of short-term staff exchanges between these agencies and the colleges so as to promote more understanding and empathy among staff about problems encountered in different sectors of the system.
- The Management Development Institute initiated in 1981 by the Committee of Presidents should be fostered and promoted, and personnel from the Ministry should be encouraged to attend in company with college staff.
- (vi) Large colleges should twin with small colleges to encourage the exchange of ideas, information and staff.

Adaptation

The fact that the educational systems in Ontario have not produced sufficient numbers of skilled people to meet the current demand is now well known, and some responses involving the colleges have begun to take effect. Now the federal government report "Labour Market Development in the 1980's" categorically states this need will continue into the 1990's, and among other means of coping, recommends that federal money now helping to fund post-secondary education in the provinces be re-directed to provide more skills training in a variety of ways, all of them indicating the possibility of significant changes in the college system.

How will this information be used by the college system? In an uncoordinated way, with each college reacting as it sees fit and to the extent of its limited resources? Or will the college system react in a unified and adaptive way to take advantage of what potentially is an enormous opportunity to turn its strengths and experience to the job of filling needs that are crucial to the economic prosperity of Ontario?

Currently, the system faces the real threat that it will not be able to retain and attract faculty in the high-level skills areas such as electronics and data processing. This is because a gap has suddenly opened, and is growing rapidly, between the faculty salary scale and what industry and business is prepared to pay for people whose skills are in short supply. What will be the system adaption to fend off this threat?

Looking to the future, how will the college system respond to the rapid developments in telematics - the combination of computer-accessed data bases and communications networks? Or in fact to the whole revolution taking place as a result of the microprocessor?

Currently, there is no formalized process or mechanism in the college system that scans the environment, on the look-out for changes that represent opportunities or threats to the system and which indicate the need for internal change. A lot of this sort of thinking goes on within each of the constituent parts, but there is no consolidation to be used as a clear-cut and co-ordinated basis for policy formulation and decision-making across the system.

What is needed is an adaptive sub-system, facing out on the world, that senses and describes changes in the environment to determine what internal changes are indicated in response. One can speculate that if such an adaptive sub-system were operating, the onset of the skills shortage that now has reached critical proportions in Ontario could have been detected and a system-wide response generated before initiatives had to be taken by the federal and provincial governments, with the college system following, not leading.

It is recommended that the Council of Regents should draw upon the resources of the college system as well as other sectors of the Ontario government to have prepared and issued by October each year an annual forecast of trends and changes in key parts of the environment of the system and which expresses the action priorities the Council sees for all the program areas of the college.

Each college in its Multi-Year Plan would then be asked to show how it proposes to respond to the environmental changes and opportunities described in the annual forecast. As an incentive, 5% of the funds available to colleges each year would be held for disbursement by the Council of Regents for initiatives and activities proposed by colleges in keeping with the priorities laid out in the Regent's annual forecast.

In other words, the Council of Regents would carry out a corporate role in strategic planning for the college system which would provide the basis for a coordinated system response flowing from the planning of the individual colleges.

In the preparation of its forecast and strategic planning guidelines, the Council should make a special effort to convey the requirements, trends and forecasts relating to other government ministries as well as the private sector. Effective linkages and coordination between the colleges and other ministries' programs could thus be created.

II PROGRAM RATIONALIZATION

The following outlines some ideas about Program rationalization, an issue that must be faced by the college system.

What is it?

Program rationalization is the assignment on a coordinated, system-wide basis of a specific program to be offered at one or more colleges in the system.

It could involve the re-assignment of existing programs in the system, i.e. closing programs at some colleges, with possibly the transfer of resources (staff, equipment, program material, etc.) from one college to another. For a new program, it would require the designation of one or more colleges to offer it.

Why do it?

- to increase cost effectiveness in the use of specialized, expensive equipment, facilities and staff through the elimination of duplication, and to obtain economics of scale through larger program enrollments.
- to save money through the elimination of unused capacity by consolidating low enrollments at colleges offering program.
- to control enrollment in a program by limiting the supply of student places.
- by locating a program at a specific college to try and retain needed graduates in college area.
- by concentrating resources at particular colleges, to gain the benefits of specialization, such as ability to teach subject matter at higher levels and with greater diversity, more professional interaction among faculty, possibility of research.

Disadvantages

- makes student access to programs more difficult and costly if program no longer within commuting distance.
- could be considerable disruption of staff through closing or transfer of programs.

What might a more rationalized system look like?

- geographical distribution of programs among colleges in system.
- colleges have defined specialized roles as "centres of excellence" for specific programs and program clusters.
- some colleges have designated feeder colleges offering first, or first and second levels of a program, with students then transferring to the "centre of excellence" to complete program. As a result, curriculum in these program areas has been standardized in the colleges involved, with increased cost effectiveness in curriculum development. Faculty at the feeder colleges have regular teaching stints at the program centre, in exchange with teachers at the specialist college. A program advisory committee included representation of employers and faculty from feeder colleges, to ensure that the program centre does not have total control of curriculum.
- Some rationalization along the lines of the above has already occurred, e.g. in the health sciences, and the development of transfer programs.

How can rationalization occur?

- two possibilities: The association carries it out voluntarily, or the Council of Regents/Ministry does it.
- if the Association, then it must define a body within itself which has the authority to make final decisions about the rationalized assignment of programs to colleges. If this can't be done, then an outside body will have to take over.
- essential to have system coordination, or else needed program areas could be eliminated completely as colleges act individually to close programs
- Actual process of rationalization might begin by asking each college to define a role for itself for the next 5-10 years as a specialized centre for one or more program areas and what it would propose as arrangements with other colleges for transfer or closure of programs. These proposals could be pooled and examined

by central body, and some rationalization arrangements would probably fall out right away. Some basic criteria could then be applied by central body to outline some other possibilities for discussion. Such criteria would include employment projections for program areas (the need); regional location considerations (student access; clinical facilities); program enrollment data; specialized resource capabilities already existing, potential cost savings, etc. At some point in an agreed upon time frame, final decisions would have to be made by the central body with due regard for phasing out periods.

III INSTITUTIONAL AND INDUSTRY-BASED TRAINING

The current shortage of workers in skilled trades such as machinist, tool and die maker, mould maker, welder fitter, instrument mechanic, and so on have been well publicized.

Given that the college system has been in existence for fifteen years, one could ask why this skills shortage exists, since trades training is certainly within the mandate for colleges. The answer is complex, and the shortage can only be attributed in a small way to lack of responsiveness to a need by the college system.

It certainly is evident that the colleges must now play a major role in addressing the shortage. Not to use the college system, so well articulated across the province, as a major instrument for training in the areas of the skills shortages would be folly indeed.

There are difficulties involved in defining the role colleges should plan. There is some anti-institutional bias in the constituencies involved with trades training, where the traditional mode of training is apprenticeship on-the-job. There is a tendency to see colleges as too academic, and lacking the flexibility and responsiveness needed for employer-sponsored training. Colleges will have to learn new ways to deliver vocational skills efficiently and effectively and develop new notions about providing the right mix of theory to practice, and college-based instruction to learning in the work place. A basic requirement is that colleges improve their abilities to work with industrial personnel and Community Industrial Training Committees as facilitators to make training happen with whatever delivery mode is most appropriate - full or part-time, and with an effective prescription-content, instruction to students, and mix of institutional compared to workplace learning.

A fundamental requirements, of course, is that maximum use be made of available equipment, but that additional funds be made available as required. The recent grants under the BILD program for capital equipment are examples of what is needed in this respect.

IV GENERAL EDUCATION

A General Education Report based on a survey of the colleges was published in June 1980. It was prepared by a committee of five college system persons under the auspices of the Executive of the Heads of General and Applied Arts, one of the groups reporting to the Provincial Committee on Academic Affairs, which in turn reports to the Committee of Presidents.

The Report was based on a survey sent to all colleges which asked that it be completed by several administrators within each college in order to get a cross-section of the perceptions of what general education actually means to different people in different colleges and programs. All but three colleges responded. The survey revealed that there is no common working definition of general education throughout the college system and there is confusion and disparity within individual colleges about the definition and administration of general education. Fourteen of the nineteen colleges were offering less than the 33% general education component specified as a requirement in all programs by the Council of Regents.

In a report published by Mohawk College in April, 1980 (General Education Task Force Report), a very comprehensive set of twelve general education goals was set out, based on the following definition of general education:

General Education is that education which is applied to a wide variety of life experiences and needs. It encourages the integration of vocational and personal development of the student at Mohawk College and continued growth throughout life.

General Education can be a component of any course, in greater or lesser amounts, whether vocational or non-vocational. General Education at Mohawk College has twelve goals.

The goals and descriptions for general education were given as follows:

The Goals of General Education

The Task Force developed the following goals and descriptions for General Education. It recommended that each descriptive paragraph subsequently be expressed in terms of performance objectives.

2. Imagination and Creativity

Ability to identify and make use of inspiration and originality in one's own activities and those of others; willingness and ability to develop ideas which go beyond established patterns of thought and action.

3. Desire and Ability to Learn

Ability to effectively apply previously acquired learning skills (e.g. knowledge of resources, study habits, etc.) to new tasks; increasing self-sufficiency as a learner; development of wide-ranging interests with an ability to identify relevance and to connect and relate ideas; attitude that learning is rewarding in itself, as indicated by interest, enthusiasm and curiosity in pursuing a topic.

4. Ability to Problem-Solve

Ability to use research methods, logical analysis and non-traditional approaches; ability to cooperate with other people's methods of solving problems.

5. High Performance Standards

Ability to set and pursue goals in improving one's performance; ability to clearly articulate and apply values in judging performance; awareness of the effects of doing one's best.

6. Effectiveness as a Communicator

Competence in communication skills: effective thinking, listening, reading, writing and speaking at an adult, professional level; alertness to non-verbal messages and the ability to make constructive responses; awareness of the value of other languages in the development of thinking and communication abilities.

1. Self-Understanding

Awareness of one's own feelings, motives, needs, abilities and limitations as one grows and develops as a person; knowledge of health needs, nutrition, exercise; ability to set realistic life goals and strategies and achieve balance between work and leisure.

7. Leadership

Ability to recognize when one's skills are needed; ability to give direction and act as an example when required; ability to be constructively assertive; ability to encourage and co-ordinate group efforts.

8. Ability to Deal Constructively with Opposition

Ability to evaluate both sides of a situation; ability to uphold one's ideas of right and wrong, while seeking solutions and resolving conflicts; perseverance in the face of obstacles whether internal (e.g. boredom, despair) or external (e.g. criticism, threats).

9. Social Awareness and Moral Responsibility

Ability to articulate and demonstrate a code of personal and professional ethics; knowledge of the rights of others and society; understanding the consequences of supporting or failing to support those rights; ability to use one's knowledge and skills in defense of the rights of others.

10. Understanding of Major Ideas and Values Including the Impact of Technology and Science on Society

Comprehension of how developments in such fields as science, philosophy and mass communications affect people's lives; ability to compare and contrast our own situation with those of other civilizations; ability to anticipate the consequences of major changes and prepare intelligently for these; ability to recognize consequences if change does not occur.

11. Social, Political, Cultural and Economic Insight, Especially in Relation to Canadian Society

Knowledge of Canadian heritage and contemporary issues in this country; familiarity with cultures and societies other than Canadian; understanding the operations of economic and political institutions, such as law, various levels of government and corporations; ability to apply this knowledge in playing an active role in the community; awareness of the consequences of being actively involved or not being involved in shaping Canada's future.

12. Ecological Responsibility — Awareness of Consequences of Human Action on the Environment

Basic understanding of earth's physical and biological systems; awareness of the effects of human activity on the planet and its inhabitants; understanding of the consequences of acting or not acting to protect the earth's physical and biological systems.

It would be difficult to think of much that could be added to the above. If the problem of defining general education thus seems solved, what other major problems are there?

The answer is simple - finding room in the curriculum for general education. There are inexorable pressures in most programs to include more specifically vocational content to keep up with changes; the question in this connection is always not what to include but what to leave out.

However, there seems to be growing evidence, as the numbers of graduates of colleges grows, that success at work is very directly related to competencies such as those described in the Mohawk list, and nowhere near as much related to knowledge of content areas as might be expected. Cognitive skills that develop as a function of the acquisition of knowledge are more important than the knowledge itself. These skills, interpersonal skills, and motivation are the attributes of successful performers on the job (1).

Most educators tend to assume that these skills develop as a byproduct of the traditional schooling process. It appears that they do not. However, they can be taught using curricula stressing communication, analysis, problem solving and social interaction, and more interactive, experiential modes of instruction than lectures.

General education is a vital topic for colleges. It would be a very appropriate area for a system approach - use the pooled resources of the colleges to develop ideas for the design of curriculum and instructional delivery, and pursue further research on the relevancy of general education to success on the job. The more hard evidence

of the vocational importance of general education, the easier it will be to convince skeptical college and advisory committee people to remove some "hard content" to make room for "soft-stuff".

REFERENCE

1. Klemp, G.O. "Three Factors of Success," in Vermilye, D.W. ed. Relating Work and Education. San Francisco: Jossey-Bass, 1977, pp. 102-109.

V POLYTECHNIC EDUCATION

There has been considerable discussion over the past year about polytechnic education in Ontario. Four papers have been published on the topic:

Wilkinson: "A Comparison of Polytechnic Education in England and Wales with Polytechnic Education in Ontario" (September 1980).

MCU: "Polytechnic Education in Ontario"
(Green Paper; September 1980)

Ryerson: "Report to the Ryerson Commission on Polytechnic Education" (a response to the "Green Paper" March 1981)

Council of Regents: "Polytechnic Education in Ontario": A Response to the Green Paper (June 1981)

A basic question is what is it a polytechnic offers that a CAAT doesn't at the present time? Three things, it would appear from the above literature: First a "degree" level of training, taking four years, from grade 12. Second, a more conceptually-oriented and theoretically based learning process with some liberal education allowed by the addition of one year to the program length. Third, the capability of doing some research in high level applications of technology, and the involvement of students in same. (Graduates of "polys" create new applications of technology that CAAT graduates maintain and fix.)

In the last of these publications above the issues involved in whether or not there should be more polytechnics in Ontario are condensed into two questions:

1. Does our current post-secondary educational system meet Ontario's current and anticipated future needs?

2. If not, how should current processes/structures be modified to ensure that the needs will be met, or alternatively, what innovations are required?

The paper goes on to argue convincingly that Ontario's current needs are of a "more" rather than from a "different" nature, and therefore, the most cost-effective use of scarce financial resources lies in their application within the current system. An important point made is that a lot of the skills shortages are in the trade areas, which are not in the purview of colleges.

Currently, then, the development of polytechnics does not seem warranted. But if this need did come about, it is suggested that it could take place in an evolutionary way based on the creation of college "centres of excellence" as outlined in the previous section on program rationalization. Training in various specialty areas to higher levels than now offered in CAAT's could be offered at these centres, geographically dispersed throughout the province.

The claim that polytechnics can offer more elements of a liberal education than CAAT's should be met by an insistence that the CAAT's should be required to develop these elements in their own programs. Ideally, this commitment should be undertaken voluntarily by the Association operating in a self-regulating way as proposed in the section on the college system.

VI CONTINUING EDUCATION

In a recent paper on Academic Administration Issues, A.W. Hagar states:

The notions of fully integrated curriculums (content, instruction to students, sequencing) delivered in different time frames to suit the constituencies (of students) and using different modes of delivery, renders obsolete the term "Continuing education". The one prescription for the acquisition of knowledge and skills can be applied in all of the four general delivery modes (full and part-time students in programs with fixed starting and ending dates, or in programs with frequently and variable completion time based on mastery of knowledge and skills). No one mode is better than another. They are simply different to accommodate the constituencies.

The basic issue concerning part-time students-whether or not provincial funding is provided for them - has already been resolved. Part-time students taking courses in college programs approved by the Council of Regents and in certain other categories are funded. If anything were to change here, it should be to increase the funding for part-time students in post-secondary programs to the same level as for full-time students. Currently, a funding unit for a part-time student requires approximately 300 hours of instruction more than for students taking full-time program. Based on a submission presented to the Committee of Presidents by the Provincial Committee on Academic Affairs in July, 1981, the recent "Green Paper" - Continuing Education: The Third System raises no issues not now being satisfactorily addressed by the colleges.

This report does raise the possibility of further involvement of TV Ontario in the provision of software for home-based

learning. This seems to be a good idea in light of developments like TELIDON, and would be particularly useful in providing Adult Basic Employment Training.

The report also refers to the mandates and roles in continuing education for schools, universities and colleges. It seems logical in this area to make funding provisions for part-time students the same for all these institutions. This could promote more co-operation and co-ordination.

VII SOME ASSUMPTIONS ABOUT THE FUTURE AND A SCENARIO

- (i) Funds for the college system will continue to increase at a slower rate than costs. New funds will be directed towards specific programs and initiatives.
- (ii) Labour market directions will be as indicated by "Labour Market Development in the 1980's", with increased emphasis for federal funding on high level technical training and company-based training, and away from academic upgrading and low-level skills training. There will be increased participation by women and native people in the work force.
- (iii) It will continue to be difficult to attract and retain faculty with high technology skills.
- (iv) There will be increased demand for high technology skills training.
- (v) Demographic trends will be as now forecast - continuing decline in number of high school graduates, and an increasing average age for college student body.
- (vi) There will be increased demand for company-based part-time training.
- (vii) There will be a continuing emergence of computer networks combined with television and large data bases as significant vehicles for information dissemination and low level cognitive instruction. Institutions will begin to experience competition from the private sector offering sophisticated software for "learn at home" courses.
- (viii) The trend will continue towards self-help and diminished reliance on professionals for skills and information in education, legal and accounting fields.
- (ix) The shift to the west of economic and political power will continue.
- (x) The conservative trend will continue, with government insistence on resource re-allocation for new programs, and concrete cost/benefit analysis to show accountability. There will be a decrease in 'soft' social benefit programs for the disadvantaged.

The following scenario projects 2-5 years ahead, and is based on the above assumptions as well as the presumption that the recommendations for the college system are adopted.

Renewed vision of the colleges as a system has generated renewed commitment and vigor.

A system-wide approach to human resource development has been adopted featuring updating programs for faculty in technical areas taught by college personnel and industry resource people, and short term exchanges for faculty and management staff between colleges.

Several large and small colleges have twinned and are sharing resources and information.

Several contracts with industrial associations have been negotiated by the COR for college consortia to design training programs. Training in skills shortage areas has boomed, with colleges working closely with community industry training committees in the role of training designers and managers of off-the-job training centres run by the CITC's.

As a result of negotiations carried on by the COR, a \$5,000,000 contract has been signed with a number of major cable TV systems for development of software by the college system for a variety of learn-at-home courses. TV Ontario is involved as a sub-contractor.

College and MCU staff on short-term secondments prepare the annual "Future Focus" issued by the COR each year to the colleges and which includes trend analysis of labour markets and technological change, provincial economic policies and forecasts, training priorities, etc.

A joint purchasing scheme has been developed by the colleges for common supply items, including microprocessor-based computers supplied to all students (approximately 50,000 per year are needed).

Program rationalization on a regional basis has been accomplished according to guidelines worked out by ACAATO in consultation with the MCU and COR. To the extent possible, teaching faculty made redundant at colleges where programs have been closed have been absorbed at the colleges now specializing in these programs.

Regular regional meetings of Boards and Presidents are being held. Regional steering committees are functioning for program rationalization and cooperation, staff development, and board training. All board members have received learn-at-home orientation packages issued by COR.

Competency benchmarks have been prepared for all programs offered at two or more colleges, and there is routine transfer of credits for students moving from one college to another. This has also facilitated joint course development by colleges with some significant cost savings.

A linkage program provides a continuum of training from high school through most college certificate and diploma programs. Adult Basic employment training is offered through all the colleges for functionally illiterate adults.

VII APPENDIX

Following is Section 7 of The Department of Colleges and Universities Act, 1971 listing the areas subject to regulation by the Minister:

Regulations

(7) The Minister, subject to the approval of the Lieutenant Governor in Council, may make regulations with respect to colleges of applied arts and technology.

- (a) providing for the composition of the Ontario Council of Regents for Colleges of Applied Arts and Technology;
- (b) providing for the composition of the boards of governors on a suitably representative basis and of the advisory committees thereof and for the appointment of the members of such boards and committees;
- (c) prescribing the powers and duties of boards of governors and advisory committees, the manner of calling and conducting the meetings thereof and the procedure for the election or appointment of chairmen and officers;
- (d) prescribing the type, content and duration of programs of instruction to be offered;
- (e) prescribing the requirements for admission to any program of instruction, and prescribing the terms and conditions upon which students may remain in, or be discharged from, any program of instruction;
- (f) for the granting of certificates and diplomas of standing following successful completion of any program of instruction;
- (g) prescribing the qualifications and conditions of service of members of the teaching staffs of such colleges;
- (h) providing for the payment of travelling allowances or expenses to members of the Ontario Council of Regents for Colleges of Applied Arts and Technology, boards of governors and advisory committees, and of the officers and employees of such colleges;
- (i) providing for a payment of a *per diem* allowance to the members, except the chairman, of the Ontario Council of Regents for Colleges of Applied Arts and Technology;
- (j) requiring students to pay registration, tuition and laboratory fees in respect of any program of instruction, and fixing the amounts and manner of payment thereof;
- (k) providing for the admission of persons from outside Ontario, and prescribing fees payable by such persons in respect of any program of instruction and the manner of payment thereof.